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BUREAU OF LAND MANAGEMENT

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DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Fiscal Year 1984 Budget Justifications

Table of Contents

	Page
Summary data:	
Organization chart	BLM - 1
General statement	BLM - 3
Receipts by source - descriptions	BLM - 11
Receipts by source	BLM - 15
Receipt payments to states	BLM - 16
Appropriation: Management of Lands and Resources	
Appropriation summary statement	BLM - 17
Appropriation language sheet	BLM - 23
Activity/subactivity change crosswalk	BLM - 24
Summary of requirements	BLM - 28
Justification of adjustments to base and built-in changes	BLM - 30
Justifications of program and performance by subactivity:	
Onshore Energy and Minerals Management	BLM - 34
Energy Resources	BLM - 34
Oil and Gas Leasing	BLM - 36
Coal Leasing	BLM - 44
Geothermal Leasing	BLM - 52
Oil Shale/Tar Sands Leasing	BLM - 55
Nonenergy Minerals	BLM - 59
Mineral Materials Sales	BLM - 60
Mining Law Administration	BLM - 61
Mineral Leasing	BLM - 65
Uranium Operations	BLM - 68
Lands and Realty Management	BLM - 70
Realty Operations	BLM - 70
Energy Realty	BLM - 72
Nonenergy Realty - Lower 48	BLM - 75
Alaska Lands Program	BLM - 82
Withdrawal Processing and Review	BLM - 85
Renewable Resources Management	BLM - 89
Forest Management	BLM - 89
Range Management	BLM - 93
Wild Horse and Burro Management	BLM - 94
Grazing Management	BLM - 97
Soil, Water, and Air Management	BLM -102
Wildlife Habitat Management	BLM -108
Recreation Management	BLM -115
Cultural Resources Management	BLM -117
Wilderness Management	BLM -120
Recreation Resources Management	BLM -126
Fire Management	BLM -129
Planning and Data Management	BLM -134
Planning	BLM -134
Data Management	BLM -138

Page

Cadastral Survey ..... BLM -144
Alaska Survey ..... BLM -146
Other States ..... BLM -147
Firefighting and Rehabilitation ..... BLM -150
Technical Services ..... BLM -152
Resource Protection ..... BLM -152
Maintenance and Engineering Services ..... BLM -156
Building Maintenance ..... BLM -157
Recreation Maintenance ..... BLM -158
Transportation Maintenance ..... BLM -160
Engineering Services ..... BLM -162
General Administration ..... BLM -165
Executive and Managerial Direction ..... BLM -167
Equal Employment Opportunity ..... BLM -168
Administrative Services and Support ..... BLM -169
Bureau-wide Fixed Costs ..... BLM -177
Summary of requirements by object class ..... BLM -181
Schedules: program and financing, object class, personnel summary ..... BLM -183

Appropriation: Construction and Access
Appropriation summary statement ..... BLM -193
Appropriation language sheet ..... BLM -194
Justification of adjustments to base and built-in changes ..... BLM -195
Status of and request for budgetary resources ..... BLM -196
Analysis of budgetary resources by activity ..... BLM -197
Justifications of program and performance by subactivity:
Construction ..... BLM -198
Access ..... BLM -200
Schedules: program and financing, object class, personnel summary ..... BLM -203

Appropriation: Land Acquisition
Appropriation summary statement ..... BLM -209
Appropriation language sheet ..... BLM -210
Justification of proposed language change ..... BLM -211
Summary of requirements ..... BLM -212
Justification of program and performance ..... BLM -213
Summary of requirements by object class ..... BLM -216
Schedules: program and financing, object class, personnel summary ..... BLM -217

Appropriation: Payments in Lieu of Taxes
Appropriation summary statement ..... BLM -223
Appropriation language sheet ..... BLM -224
Summary of requirements ..... BLM -225
Justification of program and performance ..... BLM -226
Summary of requirements by object class ..... BLM -231
Schedules: program and financing, object class, personnel summary ..... BLM -233

Page

Appropriation: Oregon and California Grant Lands
Appropriation summary statement ..... BLM -239
Appropriation language sheet ..... BLM -240
Activity/subactivity change crosswalk ..... BLM -241
Summary of requirements ..... BLM -244
Justification of adjustments to base and built-in changes ..... BLM -245
Justifications of program and performance by subactivity: ..... BLM -246
Construction and Access ..... BLM -249
Building Construction ..... BLM -249
Recreation Construction ..... BLM -250
Transportation Construction ..... BLM -252
Access ..... BLM -255
Maintenance ..... BLM -259
Building Maintenance ..... BLM -259
Recreation Maintenance ..... BLM -262
Transportation Systems ..... BLM -265
Renewable Resources Management ..... BLM -269
Timber Management ..... BLM -269
Timber Development and Reforestation ..... BLM -277
Timber Protection ..... BLM -282
Other Forest Resources ..... BLM -285
Planning and Data Management ..... BLM -294
Planning ..... BLM -294
Data Management ..... BLM -297
Summary of requirements by object class ..... BLM -299
Schedules: program and financing, object class, personnel summary ..... BLM -301

Appropriation: Range Improvements
Appropriation summary statement ..... BLM -309
Appropriation language sheet ..... BLM -310
Justification of proposed language change ..... BLM -311
Summary of requirements ..... BLM -312
Justification of program and performance ..... BLM -313
Summary of requirements by object class ..... BLM -317
Schedules: program and financing, object class, personnel summary ..... BLM -319

Appropriation: Service Charges, Deposits, and Forfeitures
Appropriation summary statement ..... BLM -327
Appropriation language sheet ..... BLM -328
Justification of proposed language change ..... BLM -329
Activity/subactivity change crosswalk ..... BLM -331
Summary of requirements ..... BLM -333
Justifications of program and performance by subactivty:
Rights-of-Way Processing ..... BLM -334
Adopt-a-Horse Program ..... BLM -337
Repair of Damaged Lands ..... BLM -339
Cost Recoverable Realty Cases ..... BLM -340

Page

Summary of requirements by object class ..... BLM -342
Schedules: program and financing, object class, personnel summary ..... BLM -343

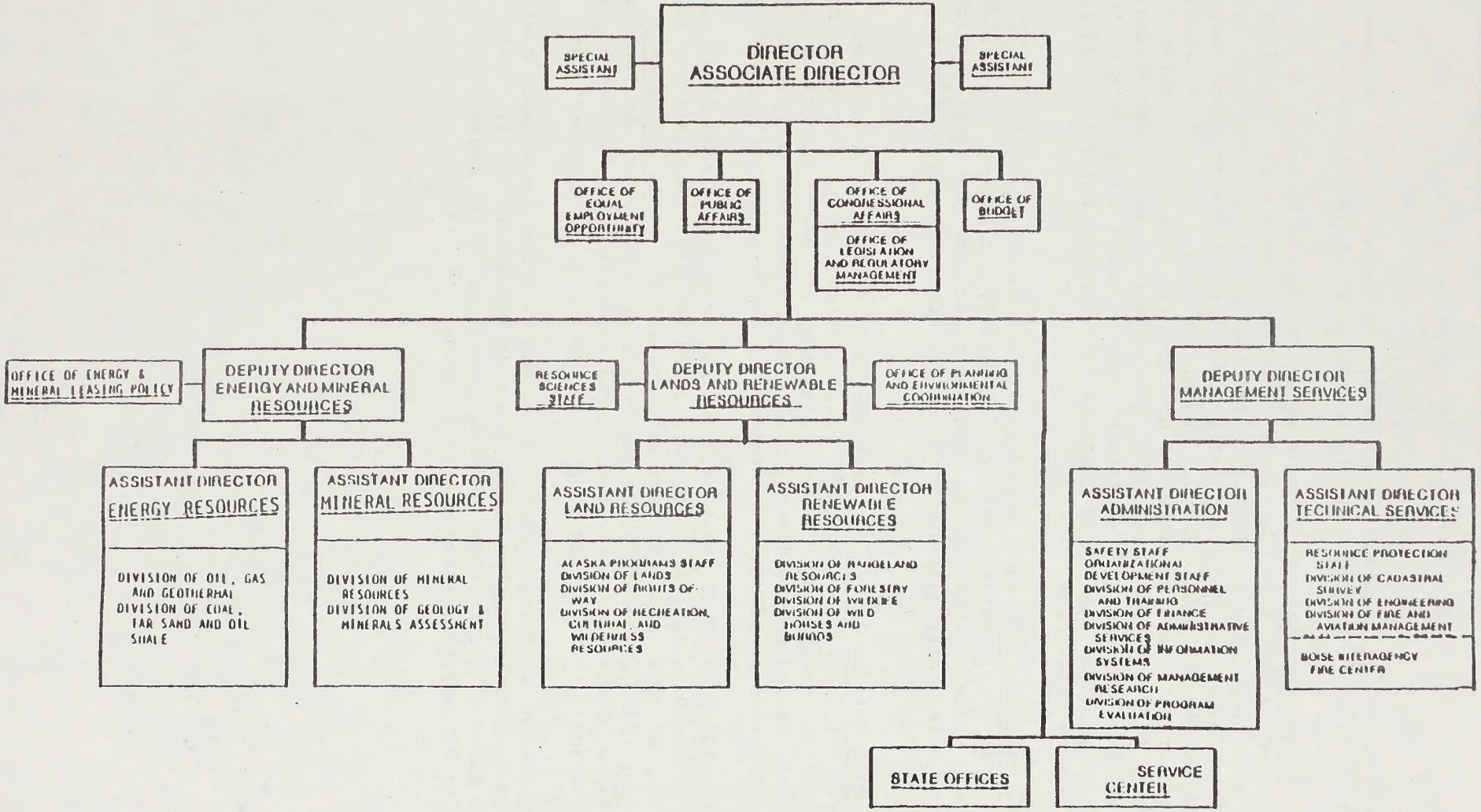
Appropriation: Miscellaneous Permanent Appropriations
Appropriation summary statement ..... BLM -349
Summary of requirements ..... BLM -350
Justification of adjustments to base and built-in changes ..... BLM -352
Justification of program and performance ..... BLM -353
Summary of requirements by object class ..... BLM -359
Schedules: program and financing, object class, personnel summary ..... BLM -361

Appropriation: Miscellaneous Trust Funds
Appropriation summary statement ..... BLM -371
Appropriation language sheet ..... BLM -372
Summary of requirements ..... BLM -373
Justifications of program and performance ..... BLM -374
Summary of requirements by object class ..... BLM -376
Schedules: program and financing, object class, personnel summary ..... BLM -377

Summary exhibit:
Consolidated schedule of permanent positions ..... BLM -383

Administrative provisions ..... BLM -384

BUREAU OF LAND MANAGEMENT



Bureau of Land Management

Headquarters and Field Organization

Organization The program and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) The Headquarters Office, consisting of the Bureau Director, Associate Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart), provides national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the public lands; maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and state agencies, national organizations, the media and members of the public; and provides centralized administrative direction and procedures for Bureauwide activities.

b) State Offices (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and minerals programs within the states under their jurisdictions and for supervising subordinate District Offices.

c) District Offices (over 50), each headed by a District Manager who reports to the State Director, have responsibility for all Bureau program implementation, operations, land use planning, and user contacts at the local level, including the direction of Area Managers who are responsible for on-the-ground program implementation within their respective areas.

d) Bureauwide support offices: (1) the Service Center, headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and (2) the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director (who reports to the Bureau's Assistant Director, Technical Services), provides Bureauwide fire logistical, training and support services and aviation services.

The organization is being adjusted to accommodate the consolidation of the onshore minerals program of the Minerals Management Service (MMS) into the Bureau. The enclosed headquarters organization chart reflects the officially approved structure as of January 31, 1983.

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General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the Bureau and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 USC 1731).

BLM is responsible for carrying out a full range of programs for the multiple use management of both surface and mineral resources on approximately 310 million acres of public lands located in 28 states, including at present, 135 million acres in Alaska. This land estate constitutes about 14 percent of the total land surface of the United States. In addition, BLM administers mineral leasing and supervises mining on the public lands and on 370 million acres of mineral estate underlying other Federally-administered, state or private ownerships throughout the United States.

The Bureau's primary objective is to manage the public lands under a concept of multiple-use to provide maximum public benefit through attaining the best combination of uses that an area is capable of sustaining. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon public land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to ensure orderly and timely development and to obtain fair market value return to the Federal Government. The public lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. The BLM manages the public lands with these interests in mind as well as with concern for environmental protection, service to the public and provision for public involvement in the development of BLM plans, managerial considerations and regulations.

The following summary compares the 1983 Appropriations enacted to date and the 1984 request:

(Dollar amounts in thousands)

Appropriations Requested		FY 1983 Approp. Enacted	FY 1984 Estimate	Inc. (+) or Dec. (-)	Perm. Employ. as of 12/31
Management of Lands and Resources	$	330,226	352,563	+22,337	
	(FTE-T)	(8,350)	(8,894)	(+544)	6,908
Construction and Access	$	2,243	1,200	-1,043	
	(FTE-T)	(41)	(31)	(-10)	35

Land Acquisition					
	$	311	130	-181	
	(FTE-T)	(8)	(---)	(-8)	---
Payments in Lieu of Taxes	$	96,320	96,320	---	
	(FTE-T)	(5)	(5)	(---)	2
Oregon and California Grant Lands	$	56,963	49,136	-7,827	
	(FTE-T)	(1,060)	(990)	(-70)	914
Range Improvements (Indefinite)	$	11,199	10,000	-1,199	
	(FTE-T)	(187)	(175)	(-12)	94
Service Charges, Deposits, and Forfeitures (Indefinite)	$	10,000	13,000	+3,000	
	(FTE-T)	(114)	(213)	(+99)	89
Miscellaneous Trust Funds (Current, Indefinite)	$	100	100	---	
	(FTE-T)	(---)	(---)	(---)	---
Total Appropriations Requested	$	507,362	522,449	+15,087	
	(FTE-T)	(9,765)	(10,308)	(+543)	8,042
Permanent and Trust Funds					
Miscellaneous Permanent	$	604,907	61,828	-543,079	
	(FTE-T)	(---)	(---)	(---)	---
Miscellaneous Trust Funds	$	600	600	---	
	(FTE-T)	(19)	(19)	(---)	3
Total	$	605,507	62,428	-543,079	8,045
	(FTE-T)	(19)	(19)	(---)	
Other Accounts	$	---	---	---	---
	(FTE-T)	(241)	(241)	(---)	118
Total Budget Authority, BLM	$	1,112,869	584,877	-527,992	8,163
	(FTE-T)	(10,025)	(10,568)	(+543)	

Note: FTE-T equals Full-Time Equivalent Employment - Total. Permanent employment equals full-time employees with permanent appointments on board as of the date shown.

Highlights of 1984 Request

The FY 1984 Budget Estimate for the Bureau of Land Management (BLM) is $584.9 million, a decrease of $528.0 million from the FY 1983 appropriations of $1,112.9 million.

A major change in the FY 1984 budget is the transfer of responsibility for onshore mineral operations from the Minerals Management Service (MMS) to the BLM under Secretarial Order No. 3087 of December 3, 1982. Assigning BLM responsibility for mineral resource evaluations, determinations of fair market value, approval of drilling permits and mining plans, and on-site inspection and supervision of lease operations will improve service to the public for mineral leasing and development actions by providing for a single agency to be responsible for multiple use management of both surface and subsurface resources. The MMS will be responsible for mineral revenue management, including collection and distribution. As a consequence, payment of shared mineral receipts to the states (under a permanent appropriation) will be made by MMS. The transfer of this responsibility to MMS is the primary reason for both the overall decrease in the BLM budget from FY 1983 and the $543.1 million decrease in BLM's FY 1984 permanent appropriations.

For operating funds and Payments-in-Lieu Taxes (PILT) for which current appropriations are requested, the FY 1984 estimate is $522.4 million, an increase of $15.1 million over the FY 1983 appropriations enacted to date.

The FY 1984 budget encourages volunteerism and private investment on public lands. It emphasizes regulatory changes and changes to administrative processes to improve and simplify decision-making. It proposes a shift of responsibility to state and local governments and private users to fund several programs of predominantly local interest. This concept is most pertinent to grazing, recreation, cultural, and wildlife programs where costs can be shared. For example, livestock operators will be encouraged to undertake range improvements on public lands using private funds. The budget also provides for recovering from applicants more of the costs incurred in processing rights-of-way permits.

The Bureau's FY 1984 budget responds fully to the President's initiative to sell lands where it is not in the public interest to retain them in Federal ownership. Approximately 250,000 acres of land already identified for disposal in existing land use plans will be offered for sale in FY 1984. Some of these lands will be isolated tracts which, when sold, will improve BLM's cost effectiveness by focusing management on remaining blocks of public land that can be administered more efficiently.

In FY 1983 and FY 1984 changes and improvements will be incorporated that will either increase program efficiency or revenues generated by Bureau actions. For example, procedural and priority changes were made that enabled the Bureau to eliminate the backlog of oil and gas lease applications on public lands by the end of calendar year 1982. The value of timber sold outside Western Oregon is expected to increase from $7.4 million in FY 1983 to $8.1 million in FY 1984. Similarly, more uniform procedures for selling fuelwood and restricting free use permits are expected to raise fuelwood receipts from $258,000 in FY 1982

to $626,000 in FY 1983 and to $995,000 in FY 1984.

In FY 1984, the following changes will be made to benefit program efficiency and revenues:

- $6.6 million is requested to automate additional BLM public lands and minerals records, leading to efficiencies in oil and gas case processing and land status information management;

- consistent with the overall policy of encouraging users to pay for services provided, funding for processing energy and nonenergy rights-of-way applications will be reduced by $4.4 million in anticipation of increased reimbursement by applicants; and

- policy and regulations in the planning program will be changed during FY 1983, reducing the costs of preparing land-use plans in FY 1984 to 50 percent of FY 1981 costs.

The changes between the Fiscal Year 1983 appropriations and the proposed FY 1984 program for each appropriation are highlighted below:

Management of Lands and Resources

The FY 1984 request for the "Management of Lands and Resources" appropriation is $352,563,000, an increase of $22,337,000 over the FY 1983 appropriation enacted to date. Within this appropriation, the onshore energy and minerals management activity provides for issuing onshore oil and gas leases, holding five competitive regional coal lease sales, and implementing a tar sands prototype leasing program and permanent oil shale leasing program for energy resources. It also provides for various non-energy minerals activities and mining law administration. In addition, funds are included for the regulation, supervision and inspection of onshore mineral lease operations and for mineral resource evaluations and fair market value determinations. The increased funding over FY 1983 enacted occurs as a result of the transfer of the responsibilities from the Minerals Management Service to BLM for mineral resource evaluation, regulation and lease supervision for Federal onshore minerals.

An increase for lands and realty management is requested to implement additional land sales under FLPMA and to initate Phase II of the automated lands and records system which will provide more timely and accurate information on land ownership status and pending applications for lands and minerals uses and provide capability for FLPMA land sales. This increase is partially offset by a reduction in energy realty due to the shift of funding most rights-of-way application processing from appropriated dollars to cost reimbursement in the "Service Charges, Deposits and Forfeitures" appropriation.

The FY 1984 request provides for a reduction in the renewable resources management activity. Emphasis is placed on regulatory changes and changes to administrative processes to improve and simplify program administration.

Funding for the range management program will be reduced by categorizing allotments to ensure that funds are invested where improvements are most needed and returns to the public are highest, by conducting less intensive and more efficient inventories, and by assigning maintenance of range improvements to livestock opeators where they are the primary beneficiary of such improvements.

A reduction in the wilderness program results primarily from the manner in which mineral surveys will be funded. In previous years, the BLM transferred funds to the U.S. Geological Survey and Bureau of Mines to conduct these surveys. Beginning in FY 1984, funds for mineral surveys will be requested directly by these agencies. State governments and wildlife interest groups will be encouraged to share more of the wildlife habitat development and maintenance costs. A reduction in recreation management results from the reduced need to designate off-road vehicle areas and a reduction in issuance and monitoring of special recreation use permits. Federal expenditures in areas that are primarily of local interest or significance will also be reduced.

An increase in planning will be used to meet the court-ordered grazing EIS schedule and mandated wilderness schedule, and to review and develop land use plans where appropriate in anticipation of future land sales or other actions to consolidate and improve manageability of Federal lands.

The FY 1984 estimate maintains funding for Alaska cadastral surveys at the base level. In the lower 48 States, emphasis will be placed on surveys which support high priority lands and minerals programs.

Construction and Access

The FY 1984 request of $1.2 million provides no funding for any new construction projects. The funding for the access program is limited to the purchase of easements only to provide that access necessary to get products to market and develop needed resources.

Land Acquisition

No new land acquisition projects will be initiated in FY 1984. Deficiency payments will be required for the Rogue Wild and Scenic River in Oregon. The FY 1984 request is $130,000, a decrease of $181,000 from FY 1983.

Payments in Lieu of Taxes

Payments in Lieu of Taxes (PILT) will continue to be funded at the FY 1983 level of $96.3 million.

Oregon and California Grant Lands

A reduction of $8.1 million is proposed in FY 1984 in the "Oregon and California Grant Lands" appropriation. In FY 1983 Congress added funds to this appropriation to fully fund the programs administered by the Forest Service on the controverted O&C lands included inside National Forests in this appropriation rather than from appropriations made

directly to the Forest Service. However, in FY 1984 a portion of the funds for administration of these Forest Service O&C lands will again be requested by the Forest Service in their direct appropriations. This action accounts for $6.7 million of the proposed FY 1984 reduction.

The BLM administered O&C lands are highly productive forest lands in Western Oregon. These lands are most often situated in a checkerboard pattern with intermingled privately owned forest lands. In FY 1984, the BLM plans to offer 1.1 billion board feet of timber for sale from all Western Oregon lands and will perform reforestation, timber development and related resource management on these lands.

Range Improvements

Range improvement funds, which are derived from grazing receipts collected, will be $1.2 million less in FY 1984 as a result of lower grazing fees. The fee for the 1983 grazing year is expected to decrease from $1.86 per animal unit month (AUM) to $1.40 per AUM because of low beef prices and high costs of production. The present grazing fee formula was established by Congress in 1978 and currently is the subject of a joint study with the Forest Service. A minimum appropriation of $10,000,000 for range improvements is also authorized by the Public Rangelands Improvement Act.

Service Charges, Deposits and Forfeitures

Under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976, administrative expenses and other costs related to processing applications for rights-of-way, other land use authorizations, conveyances of Federal mineral interests under private lands, adoptions of wild horses and burros by private cooperators, and repairs to damaged property can be recovered from the applicants through service charges, deposits of funds and forfeitures of performance bonds.

The FY 1984 estimate is an increase of $3 million resulting from a change in procedures which allows BLM to recover the processing costs from the applicant for that group of rights-of-way applications and permits which are estimated to cost less than $5,000 per application to process.

Miscellaneous Trust Funds

Section 307 of FLPMA authorizes the Bureau to accept contributions for costs of certain conveyances of omitted lands and for resources management projects, provided that the amounts are appropriated. The estimate for amounts requiring current appropriation is $100,000 for FY 1984. In addition, other contributions are permanently appropriated for range improvements and land survey work.

Miscellaneous Permanent Appropriations

A number of statutes provide that a specified percentage of the revenues generated by the sale of public lands, mineral resources and surface resource products be shared with states or counties within which the revenue was generated. These amounts are permanently appropriated

under the terms of these laws. A decrease of $543.1 million in the estimated amount of mineral leasing receipts to be paid to states under these appropriations in FY 1984 results from the transfer of the responsibilities for mineral revenue management, including collection and distribution of Mineral Leasing Act receipts shared with the various states, to the Minerals Management Service in FY 1984.

Receipts

For FY 1984, the BLM will collect an estimated $389.6 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and miscellaneous sources. This is an increase of $22.5 million over the estimated receipts of $367.1 from these same sources in FY 1983. In FY 1984, the Minerals Management Service will be responsible for collection of all mineral leasing receipts, including rents, royalties and bounses. This accounts for the decrease of $1,339.6 million from estimated FY 1983 receipts.

RECEIPTS

Receipts by Source -- Descriptions

1. Sale of Public Lands and Materials - This includes receipts from the sale of public lands and materials with the following exceptions:

   a. Receipts from sale of timber from the public domain;
   b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road lands;
   c. Receipts from sale of lands and materials from Land Utilization project (LU) lands;
   d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn);
   e. Receipts from sale of Naval Petroleum and Oil Shale Reserves; and
   f. Receipts from sale of townsites in Reclamation projects.

   The account does include receipts from normal land sales (including Burton - Santini Act), and from vegetative and mineral materials sales (unless elsewhere classified). The estimates for FY 1983 and 1984 are based on anticipated receipts from sale of land and miscellaneous materials, including land to be offered for sale under the Burton-Santini Act. The estimate does not include any receipts from accelerated FLPMA land sales under the asset management initiative.

2. Fees and Commissions - This category includes fees received for filing or recording documents. Also included are charges for registration of individuals, firms or products. In FY 1984 an estimated $4.4 million in registration fees will be collected. The registration fee estimate is based on historical data. Mineral leasing filing fees are included here. An estimated $187.5 million in mineral application fees including simultaneous oil and gas (SIMO) fees will be collected in FY 1983 and FY 1984. The SIMO estimate is based on anticipated receipt of 2.5 million filings at $75 per filing.

3. Mineral Leasing - This includes receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on public lands and acquired lands administered under the Mineral Leasing Act (MLA) and Acquired Lands Leasing Act including LU lands and O&C lands although these receipts are not distributed under the MLA formulas.

   The Minerals Management Service will assume responsibility for collection and distribution of mineral leasing receipts in FY 1984.

4. Mineral Leasing, Outer Continental Shelf - This includes receipts from leasing of minerals on the Outer Continental Shelf of the United States. The responsibility for these collections was transferred to the Minerals Management Service in FY 1983.

5. Grazing Fees - Grazing receipts are collected in the following accounts:

   a. Receipts from LU Lands, BLM. Includes receipts for grazing livestock on Land Utilization project (LU) lands acquired under the authority of the Bankhead - Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 3 or Section 15 of the Taylor Grazing Act.

b. Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM. Includes receipts collected from users of grazing lands outside BLM grazing districts:

- o Public lands leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 (TGA) and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to Section 15 of TGA;
- o Receipts collected by other agencies under cooperative agreements; and
- o Crossing fees and trespass collections for Section 15 lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

c. Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM. Includes grazing receipts from public lands within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands.

Grazing fees are based on the formula established in the Public Rangelands Improvement Act of 1978. The formula includes forage value index, private land lease rate, beef cattle prices and the price paid to ranchers for finished beef cattle. The grazing fee is dropping in FY 1983 and is expected to increase slightly in FY 1984, causing a reduction, then increase, in FY 1983 and 1984 receipts. The grazing fee for the 1983-84 grazing year (March 1, 1983 to February 28, 1984) is $1.40 per AUM. The fee is expected to increase to $1.52 in March 1984.

Range Improvements Fee, Taylor Grazing Act. Fifty percent of all receipts collected from Taylor Grazing Act Section 3 lands, Section 15 lands, and LU lands under BLM jurisdiction are allocated to the Range Improvement fund. As provided in the Taylor Grazing Act and Public Rangelands Improvement Act of 1978, when appropriated by Congress, these funds are available until expended for the construction, purchase and maintenance of range improvements. Appropriations are made from receipts collected in the previous fiscal year.

6. Right-of-Way Leases. Includes annual rental on right-of-way permits. The estimate is based on historical trends.

7. Timber Sales. Included are receipts from the sale of timber and other natural land products from the Oregon and California Grant Lands (O&C) and from Coos Bay Wagon Road lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, sale of townsites within reclamation projects, and from public domain timber sales. Estimates are based on historical data and anticipated changes in other factors affecting timber demand, such as housing construction.

Timber Receipts FY 1982 - 84

(dollars in thousands)

	FY 1982	FY 1983	FY 1984
Oregon and California Grant Lands	$78,597	$100,000	$115,000
Coos Bay Wagon Road	2,458	2,600	3,400
Public Domain - Western Oregon	4,997	2,600	3,400
Public Domain - Other	1,349	7,400	8,100
	$87,401	$112,600	$129,900

The estimate for Oregon and California Grant Lands timber assumes a 15 percent increase from FY 1983 to FY 1984. The estimate for timber receipts from Coos Bay Wagon Road lands assumes an increase in receipts from FY 1982 to 1983 and a 30 percent increase from FY 1983 to FY 1984. These receipts are collected mostly as timber is harvested.

A surge in timber demand in FY 1982 caused an unexpected increase in timber cut from the readily - accessible low - lying slopes of the public domain in western Oregon. It is anticipated that less timber will be cut from these areas in FY 1983 as the supply is diminished and timber harvesting is shifted to other areas.

An unusually low amount of timber was harvested from public domain lands outside of western Oregon. It is expected that more timber will be cut from these areas in FY 1983.

Increases in timber revenue are projected for FY 1984 as timber harvesting returns to historically normal levels.

8. Miscellaneous Receipts. This includes receipts not otherwise classified. There are three major categories of miscellaneous receipts:

a. Rent of land (for grazing, commercial, industrial and residential purposes, camp sites);
b. Revenues from special program services such as road user fees, right-of-way application processing fees, and Wild Horse and Burro fees collected from adopters, and special recreation use fees; and
c. Fines, penalties and bond forfeitures.

Fiscal Year 1982 receipts included $81 million in interest on OCS escrow funds invested in U.S. Treasury securities. Revenues are transferred to the Minerals Management Service in FY 1983.

Revenues from recreation fees are projected to increase from $513,000 in FY 1982 to $600,000 in FY 1983.

Fees for reimbursement of right-of-way expenses are expected to increase by $3 million from FY 1983 to FY 1984 due to lowering of the reimbursable threshold from $5,000 to $1,500 for nonenergy rights-of-way and eliminating the threshold for energy rights-of-way.

Estimates for all other miscellaneous receipts are expected to remain the same in FY 1984 as in FY 1983.

RECEIPTS BY SOURCE

The following table shows actual receipts of the Bureau of Land Management for Fiscal Years 1979, 1980, 1981, and 1982 and estimated receipts for Fiscal Years 1983 and 1984.

	Actual 1979	Actual 1980	Actual 1981	Actual 1982	Estimate 1983	Estimate 1984
Sales, Public Land and Materials	$ 9,240,000	$ 7,756,000	$ 4,829,000	$ 3,599,000	$ 29,400,000	$ 29,400,000
Fees and Commissions	39,730,000	28,594,000	43,831,000	111,928,000	191,900,000	191,900,000
Mineral Leasing 1/	453,514,000	682,124,000	821,990,000	1,313,069,000	1,362,200,000	--- 2/
Mineral Leasing, Outer Continental Shelf	3,267,377,000	4,100,871,000	10,137,982,000	7,038,794,000	--- 3/	--- 3/
Grazing Fees	19,877,000	24,602,000	24,884,000	20,879,000	15,708,000	16,005,000
Right-of-way Leases	869,000	899,000	588,000	1,299,000	800,000	800,000
Timber Sales	218,208,000	216,110,000	215,744,000	87,401,000	112,600,000	129,900,000
Miscellaneous Receipts	10,178,000	18,325,000	29,578,000	92,110,000	16,659,000	21,629,000
TOTAL	4,018,993,000	5,079,281,000	11,279,426,000	8,669,079,000	1,729,267,000	389,634,000

1/ Includes Mineral Leasing receipts collected by BLM and transferred to other agencies.

2/ Functions transferred to Minerals Management Service in FY 1984.

3/ Functions transferred to Minerals Management Service in FY 1983.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1982

State	Mineral Leases and Permits	Forage Receipts Taylor Grazing Districts		Sale of Public Land and Materials	Other	Total
		Outside	Inside			
Alabama.....	156,559					156,559
Alaska.....	23,001,066			3,198		23,004,264
Arizona.....	5,252,023	158,183	113,448	2,063		5,525,717
Arkansas.....	21,619,642					21,619,642
California.....	29,764,705	186,826	36,927	49,695		30,038,153
Colorado.....	37,995,290	68,279	127,660	13,743		38,204,972
Florida.....	65,473					65,473
Idaho.....	3,980,349	45,988	327,378	18,425		4,372,140
Kansas.....	644,292	144				644,436
Louisiana.....	750,594					750,594
Michigan.....	59,718					59,718
Mississippi.....	42,488					42,488
Montana.....	15,508,995	187,167	181,564	8,465	587,173	16,473,364
Nebraska.....	156,353	1,543				157,896
Nevada.....	11,466,047	43,417	535,284	64,658		12,109,406
New Mexico.....	151,703,796	273,201	386,830	9,551	17,743	152,391,121
North Dakota.....	4,606,899	10,014				4,616,913
Oklahoma.....	2,534,367	347			4,752	2,539,466
Oregon.....	1,495,405	60,399	269,796	97,622,433 1/	567,901	100,015,934
South Dakota.....	780,507	95,330		2,594		878,431
Utah.....	75,426,026		263,673	29,370	1,730	75,720,799
Washington.....	91,127	31,750		8,079		130,956
Wyoming.....	148,990,982	542,336	332,322	49,019		149,914,659
TOTAL	536,092,703	1,704,924	2,574,882	97,881,293	1,179,299	639,433,101

1/ Includes payments under the Oregon and California (O&C) Grant Lands Act and the Coos Bay Wagon Road Act for timber receipts.

Appropriation: Management of Lands and Resources

The Management of Lands and Resources appropriation, the largest of BLM's six major operating appropriations, provides for a variety of functions necessary to develop, manage, and protect the public lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include onshore energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, firefighting and rehabilitation, technical services, and general administration. The FY 1984 estimate is $352,563,000, an increase of $22,337,000 over the FY 1983 appropriation enacted to date.

1. Onshore Energy and Minerals Management includes the resource evaluation, leasing and operational supervision of Federal coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of the environmental impacts of proposed minerals development; and the implementation of measures to mitigate any adverse environmental effects. By Secretarial Order No. 3087, of December 3, 1982, the Secretary transferred from the Minerals Management Service (MMS) to BLM all responsibilities for mineral resource evaluation, regulation and lease supervision for onshore Federal minerals. This transfer consolidated all onshore minerals management functions previously divided between BLM and MMS (and its predecessor --the Conservation Division of USGS) into one organization. All onshore minerals revenue and royalty management responsibilities are consolidated in MMS. This consolidation will permit the BLM to obtain management efficiencies and improve service to the public and industry by having one bureau, down to the basic field unit, responsible for all pre-lease and post-lease minerals management activities, including permits, inspection and compliance and by integrating multiple-use land management planning for both surface and subsurface resources of the public lands. The 1984 estimate includes $32,220,000 for functions previously conducted by MMS.

   A. Energy Resources programs provide for additional post-leasing and inspection capability and issuance of 30,400 onshore oil and gas leases in FY 1984, remaining current on lease applications for BLM lands and continuing to work with other agencies to help eliminate their oil/gas lease issuance backlog. The FY 1984 coal program will include competitive coal lease sales in five coal regions and maintain efforts for future coal lease sales, but reduce the number of technical investigations, environmental impact statements, inventories, and geology, energy and minerals assessments planned. In FY 1984, BLM will offer all unleased Known Geothermal Resource Area (KGRA) lands at competitive geothermal lease sales; process noncompetitive lease applications within 90 days of receipt; make available previously leased land on a timely basis; and provide a timely response to all geothermal exploration and development proposals. In addition, BLM will prepare for and possibly hold one tar sands competitive lease

sale in FY 1984 (May 1984) and prepare for one potential oil shale permanent program lease sale in early FY 1985 (October 1984). Applications for conversion of existing oil and gas leases and mining claims in special tar sands areas to combined hydrocarbon leases will be processed.

B. Nonenergy Minerals provides for leasing of certain minerals such as phosphate, potash, and uranium; the sale of common variety materials; and the administration of programs relating to mining on the public lands, such as regulations to protect surface values from undue degradation, recordation of mining claims, and issuance of mineral patents.

2. Lands and Realty Management

A. The Realty Operations program in FY 1984 includes a funding shift for processing all formal applications for energy rights-of-way projects on a cost reimbursable basis. Funding remaining in this subactivity is for those tasks for which cost recovery procedures do not apply. Cost recovery is also applied to the more expensive nonenergy rights-of-way projects. Also, the Nonenergy Realty program includes processing of land use authorizations, land tenure adjustments, and land disposal actions. Additional casework involves State Indemnity Selections, Desert Land Entries, Navajo-Hopi land settlement and others. Realty work for FLPMA public land sales is also funded by the subactivity. In Alaska, four million acres of native conveyances, thirteen million acres of State of Alaska conveyances and about 2,500 Native allotments will be processed. Various provisions of the Alaska National Interest Lands Conservation Act will be implemented. The BLM's implementation of an automated land status records system will be continued and increased in FY 1984. This program will be a major assist to speed up oil and gas leasing, accelerate FLPMA land sales and provide public service promptly.

B. The Withdrawal Processing and Review program in FY 1984 emphasizes review of withdrawals under the jurisdiction of other Federal agencies, while meeting the Bureau's schedule for processing of new withdrawal applications and conducting withdrawal review in order to meet the statutory deadline of 1991.

3. Renewable Resources Management includes forest management; range management; soil, water and air management; wildlife habitat management; recreation management; and fire management. These activities provide for the development, utilization, protection, preservation and sustained yield management of the natural resources on the public lands.

A. The Forest Management program provides for the management, development, protection, and sustained yield of timber products on more than 1.5 million acres of public domain commercial forest land. The 1984 sales objective on lands outside western Oregon is 92 million board feet with an estimated sale value of $8.1 million. Forest management and development activities will be reduced in marginal timber producing areas.

B. The Range Management program provides for the management of livestock grazing for 4.3 million cattle, sheep, and horses on about 170 million acres of public rangeland and for management of wild horses and burros on the public lands.

(1) Wild Horse and Burro Management ensures viable populations of healthy free-roaming wild horses and burros, the control of populations to prevent deterioration of range conditions, and the humane care and treatment of animals through an adoption program. The FY 1984 program will be maintained at the FY 1983 level, providing for the removal of 9,100 animals and adoption of 5,200 animals.

(2) The Grazing Management program will continue to emphasize adherence to the court-ordered schedule for preparation of environmental impact statements. In this program and the related "Range Improvements" Appropriation, the Bureau will spend $14.5 million for on-the-ground improvements. The BLM will also continue to implement the Secretary's recently developed grazing management policies which direct available funds to those allotments with the most serious resource conflicts and conditions and with the best potential for improvement. In this regard, monitoring will be increased to strengthen the Bureau's data base for making supportable and equitable decisions and for evaluating progress in meeting resource management objectives.

C. Soil, Water, and Air Management includes such activities as stabilizing soils; improving water quality through land treatment or development of facilities; maintaining structures and facilities; documenting and applying for water rights for public land uses; and gathering soil, water and air quality data necessary to make management decisions on grazing, timber, and energy development. Soil inventories will be adequate to meet the grazing EIS schedule and other high priorities. On-the-ground development will be targeted to correcting unsafe conditions and protecting human health and property. Funding is also provided to file an estimated 4,750 water rights claims needed for program purposes.

D. Wildlife Habitat Management includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on public lands for food and shelter; for cooperative management with other Federal and state wildlife agencies responsible for species management; and the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. This is accomplished by providing wildlife data for the Bureau's planning system and EIS's related to energy minerals, grazing and forestry and by developing site-specific habitat improvements.

E. Recreation Management includes the activities that allow the public lands to be used for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic and archaeological sites; and wilderness management.

(1) Cultural Resources Management focuses on protection, management and inventory of archaeological, cultural and natural history resources on public lands. The FY 1984 program will emphasize the review and issuance of 395 archaeological investigation permits, and protection of 27 major cultural sites and providing 300,000 acres of cultural resources inventory largely in support of FLPMA land sale goals.

(2) Wilderness Management includes major efforts in wilderness studies which will serve as the basis of the Secretary's reports to the President on proposed wilderness designation recommendations. By law, Congress will make the actual designations based on the President's recommendations as well as the recommendations of other interested groups and individuals. FY 1984 is the target date for issuing reports on wilderness study areas with significant conflicts between wilderness and the development of energy resources. In FY 1984, mineral surveys of Wilderness Study Areas (WSA) performed by the USGS and Bureau of Mines will be funded by those agencies.

(3) Recreation Resources Management focuses on three national conservation areas (including the California Desert), one national recreation area, over 100 areas where recreation use is heavily concentrated, 12 national wild and scenic rivers and 20 nationally designated trails. Less intensive management allows an equally significant amount of recreation to be provided on 52 rivers (over 4,000 miles), and more hunting and off-road vehicle (ORV) opportunities than are administered by any other Federal or state agency. The FY 1984 program includes concentrating ORV management on an estimated 24 million acres, additional ORV designations on 2 million acres, protecting 97 special recreation areas and issuing 4,000 recreation permits of all types.

F. Fire Management includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods to prevent and suppress fires to minimize loss of resources from wildfires. The FY 1984 program proposes a decrease reflecting a one-time cost in FY 1983 of the first phase of the Automatic Lightning Detection System and Remote Automatic Weather Stations.

4. Planning and Data Management includes land use planning and automated data management.

A. Planning provides for the development of resource management plans and plan amendments to provide a basis for decisions for energy and mineral production, rangeland management, FLPMA land

sales, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

B. The Data Management program also supports Bureau programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the agency's programs, including both administration and natural resource management. This program will support the Automated Lands and Minerals Records System.

5. The Cadastral Survey program includes the identification of land boundaries and legal property descriptions to facilitate both BLM's land management programs and the needs of other Federal land managing agencies.

In Alaska, surveys are performed on lands selected by the State for transfer under the Alaska Statehood Act; and for Native townsites, Native allotments, and entitlements under the Alaska Native Claims Settlement Act; and other special purposes. The FY 1984 program for Alaska will survey an additional 477 native allotment inholdings to expedite conveyances to Natives.

Surveys in the Other States identify land boundaries that are prerequisite to resource management activities and decisions. This primarily involves resurveys to reestablish boundaries and obliterated boundary markers. The FY 1984 program for these states will survey an additional 85,000 acres for land operations to accelerate resolution of occupancy trespass and 35,000 acres for lands and minerals programs.

6. The Firefighting and Rehabilitation program includes activities for protecting public lands and their natural resources and other values from loss or depletion due to wildfires. Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other disasters and varies from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through supplemental appropriation. An FY 1983 supplemental appropriation of $45 million is being requested separately.

7. The Technical Services program includes resource protection, maintenance, and engineering services.

A. The Resource Protection program provides for the enforcement of laws and regulations governing the management, use, and protection of public lands through cooperative agreements with state, local, and Federal law enforcement agencies; Federal special agents, and a uniformed ranger force in the California Desert. The FY 1984 program will continue with cooperative agreements and investigation of a variety of cases including resources theft, unauthorized use, mistreatment of wild horses and burros and other violations.

B. The Maintenance and Engineering Services program provides essential maintenance and engineering services to other Bureau programs. Maintenance includes activities for the care and upkeep of BLM facilities, such as buildings, roads, trails, and recreation sites. The primary objectives are to protect the public's investment in these capital improvements, to correct actual and potential health and safety hazards, and to improve services to the public. Engineering services include survey and design, specifications writing, contract administration, construction cost estimating, maintenance scheduling, transportation system management, facility evaluation, and sign shop operations. The FY 1984 program provides a decrease of $1,530,000 for maintenance of BLM facilities.

8. General Administration includes executive direction and management, the equal employment opportunity program, and administrative services such as financial management, personnel management, safety, budget and program development, procurement, property management, records and directives, program evaluation, legislation and regulations management, congressional liaison, and information and public participation. Bureauwide fixed costs including space leasing, postage, communications, household moves for transfer of duty stations, and unemployment and workers compensation are also funded under General Administration. The proposed increase for FY 1984 is attributable to increases in fixed costs and the requirements for additional contracting in support of FLMPA land sales, and for making prompt payments.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$330,226,000] $352,563,000

(5 U.S.C. 583, 594; 43 U.S.C. 2, 31(a), 54, 72, 129, 315, 1181 a-f, 1701; 78 Stat. 986; Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1983 Appropriation
(in thousands of dollars)

Format of Fiscal 1983 Congressional Budget Submission		Format of Fiscal 1984 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1983 Appropriation	Appropriation/Activity/Subactivity	Amount 1983 Appropriation
Management of Lands and Resources		Management of Lands and Resources	
1. Energy and Minerals Management	$ 98,901	Onshore Energy and Minerals Management	$51,626
A. Energy Onshore	41,447	Energy Resources	41,447
B. Energy Offshore	43,950*	Nonenergy Minerals	10,179
C. Nonenergy Minerals Onshore	10,179		
2. Lands and Realty Management	35,638	Lands and Realty Management	35,638
A. Energy-Related Realty	7,316	Realty Operations	(31,890)
B. Nonenergy-Related Realty	24,574	Energy Realty	7,316
		Nonenergy Realty - Lower 48	12,714
		Alaska Lands Program	11,860
C. Withdrawal Processing and Review	3,748	Withdrawal Processing and Review	3,748
3. Renewable Resources Management		Renewable Resources Management	
E. Recreation Management		Recreation Management	
(1) Cultural Resources and Natural History Management	4,498	Cultural Resources Management	4,498

* BLM Offshore Energy (OCS) Program was transferred to MMS's FY 1983 appropriation in the FY 1983 Interior Appropriations Act.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1984 Request
(in thousands of dollars)

Format of Fiscal 1983 Congressional Budget Submission		Format of Fiscal 1984 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1984 Request	Appropriation/Activity/Subactivity	Amount 1984 Request
Management of Lands and Resources		Management of Lands and Resources	
1. Energy and Minerals Management	$47,088	Onshore Energy and Minerals Management	$76,993
A. Energy Onshore	(34,216)	Energy Resources	(61,378)
Oil and Gas	17,224	Oil and Gas	37,267
Coal	12,737	Coal	18,248
Geothermal	2,151	Geothermal	3,197
Oil Shale/Tar Sands	2,104	Oil Shale/Tar Sands	2,666
B. Energy Offshore	---		
C. Nonenergy Minerals Onshore	(12,872)	Nonenergy Minerals	(15,615)
Mineral Material Sales	2,353	Mineral Materials Sales	2,353
Mining Law Administration	8,802	Mining Law Administration	8,802
Nonenergy Mineral Leasing	1,717	Mineral Leasing	3,838
		Uranium Operations	622
Minerals and Royalty Management, MMS *			
Federal and Indian Lands	29,905		
Oil and Gas Program	20,043		
Coal Program	5,511		
Other Energy Program	(2,230)		
Geothermal	1,046		
Oil Shale	562		
Uranium Operations	622		
Non-Energy Minerals Programs	2,121		

* These programs were transferred from MMS to BLM for FY 1984.

2. Lands and Realty Management	$40,920	Lands and Realty Management	$40,920
Energy-Related Realty	4,178	Realty Operations	(37,391)
Nonenergy-Related Realty	33,213	Energy Realty	4,178
		Nonenergy Realty - Lower 48	21,030
		Alaska Lands Program	12,183
Withdrawal Processing and Review	3,529	Withdrawal Processing and Review	3,529
(Minerals & Royalty Management, MMS)			
Waterpower Classification	---		
3. Renewable Resources Management		Renewable Resources Management	
E. Recreation Management		Recreation Management	
(1) Cultural Resources and Natural History Management	4,905	Cultural Resources Management	4,905

Justification for Proposed Change to BLM Activity/Subactivity Structure:

Management of Lands and Resources:

1. Onshore Energy and Minerals Management: Changes relate to transfer of offshore OCS functions from BLM to MMS and transfer of onshore minerals management functions from MMS to BLM. Retitled activity/subactivities more accurately reflect BLM's current responsibilities.

2. Lands and Realty Management: Changes create a realty operations subactivity and a separate program element for Alaska programs, thus providing for more general presentation of realty programs and facilitating tracking of Alaska programs. Also reflects addition of Waterpower Classification program formerly administered by MMS.

3. Cultural Resources Management: Change in title more accurately describes program.

BUREAU OF LAND MANAGEMENT
SUMMARY OF REQUIREMENTS

Appropriation: Management of Lands and Resources

(Dollar amounts in thousands)

Summary of adjustments to base:	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1983	---	---	8,350	330,226
Adjustments to base and built-in changes:				
Adjustments for FY 1983 pay increase.....		+7,650		
Transfers:				
Transfer from "Leasing and Royalty Management," Federal and Indian Lands Program, Minerals Management Service.....	+782	+35,029		
Transfer to "Leasing and Royalty Management," Minerals Management Service.....	-33	-581		
Transfer to "Surveys, Investigations, and Research," Geological Survey.....	---	-2,813		
Transfer to "Mines and Minerals," Information and Analyses," Bureau of Mines.....	---	-1,687		
Transfers within Management of Lands and Resources:				
Transfer from Energy Resources, Oil and Gas Leasing.....	---	-1,500		
Transfer to Planning and Data Management, Data Management.....	---	+1,500		
Transfer to Nonenergy Minerals, Mineral Material Sales.....	---	+200		
Transfer from Renewable Resource Management, Soil, Water and Air Management.....	---	-200		
Other increases/decreases:				
Employees' Compensation Fund.....	---	-52		
Medicare Tax.....	---	+2,206		
Rent payments to GSA (SLUC).....	---	+2,594		
One less workday in FY 1984.....	---	-672		
Subtotal, adjustments to base.....			+749	+41,674
1984 Base.....			9,099	371,900

Comparison by activity/subactivity	1982 Actual		1983 Approp. Enacted to Date		1984 Base		1984 Estimate		Inc(+)Dec(-) From 1983 Approp.		Inc(+)Dec(-) From 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Energy & Minerals Mgmt.												
Energy Resources	980	41,786	1,019	41,447	1,628	70,267	1,625	61,378	+606	+19,931	-3	-8,889
Offshore	231	39,827	---	---	---	---	---	---	---	---	---	---
Nonenergy Minerals	290	9,771	317	10,179	395	13,615	431	15,615	+114	+5,436	+36	+2,000
Subtotal	1,501	91,384	1,336	51,626	2,023	83,882	2,056	76,993	+720	+25,367	+33	-6,889
Lands & Realty Mgmt.												
Realty Operations	878	27,016	985	31,890	985	32,941	976	37,391	-9	+5,501	-9	+4,450
Withdrawal Proc. & Rev..	111	4,088	126	3,748	148	4,434	116	3,529	-10	-219	-32	-905
Subtotal	989	31,104	1,111	35,638	1,133	37,375	1,092	40,920	-19	+5,282	-41	+3,545
Renewable Resources Mgmt..												
Forest Management	221	8,263	157	5,551	157	5,712	172	6,112	+15	+561	+15	+400
Range Management	1,090	41,556	1,059	38,981	1,059	40,034	893	32,134	-166	-6,847	-166	-7,900
Soil, Water & Air Mgmt..	310	17,042	295	16,772	290	16,895	260	11,595	-35	-5,177	- 30	-5,300
Wildlife Habitat Mgmt. .	360	14,918	360	14,942	360	15,265	271	10,515	-89	-4,427	- 89	-4,750
Recreation Mgmt.	464	24,168	478	22,975	478	18,960	449	17,410	-29	-5,565	- 29	-1,550
Fire Management	152	7,231	156	9,234	146	9,396	146	7,446	-10	-1,788	---	-1,950
Subtotal	2,597	113,178	2,505	108,455	2,490	106,262	2,191	85,212	-314	-23,243	-299	-21,050
Planning & Data Mgmt.												
Planning	233	8,661	216	8,568	216	8,891	306	11,991	+90	+3,423	+90	+3,100
Data Mgmt.	210	12,012	210	12,791	210	14,534	217	13,914	+ 7	+1,123	+-7	-620
Subtotal	443	20,673	426	21,359	426	23,425	523	25,905	+97	+4,546	+97	+2,480
Cadastral Survey												
Alaska	146	9,606	167	9,897	167	10,140	167	10,140	---	+243	---	---
Other States	298	10,031	327	11,384	327	11,707	312	10,707	-15	-677	-15	-1,000
Subtotal	444	19,637	494	21,281	494	21,847	479	20,847	-15	-434	-15	-1,000
Firefighting & Rehab.												
Firefighting	817	57,437	923	4,150	932	4,150	932	4,150	+9	---	---	---
Rehabilitation	20	2,123	11	600	12	600	12	600	+1	---	---	---
Subtotal	837	59,560	934	4,750	944	4,750	944	4,750	+10	---	---	---
Technical Services												
Resource Protection	25	1,553	26	2,004	26	2,036	26	2,036	---	+32	---	---
Maint. & Eng. Services .	---	---	252	10,804	252	11,121	220	9,741	-32	-1,063	-32	-1,380
Subtotal	25	1,553	278	12,808	278	13,157	246	11,777	-32	-1,031	-32	-1,380
General Administration	1,309	77,180	1,266	74,309	1,311	81,202	1,363	86,159	+97	+11,850	+52	+4,957
TOTAL REQUIREMENTS	8,145	414,269	8,350	330,226	9,099	371,900	8,894	352,563	+544	+22,337	-205	-19,337

BUREAU OF LAND MANAGEMENT

Justification of Adjustments to Base

(dollar amounts in thousands)

	FTE-T	Amount
Appropriation: Management of Land and Resources		
Adjustment for pay increase:		
Anticipated FY 1983 pay increase supplemental	---	$3,570
Amount of FY 1983 pay increase to be absorbed	---	+3,569
Total cost in FY 1983 of pay increase ...		7,139
Adjustment for full-year cost of 1983 pay increase and FTE changes		+511
Total adjustment for 1983 pay increase ..		$7,650

The anticipated 1983 pay supplemental of $3,570,000 includes $3,478,000 for the general schedule and executive schedule pay increase effective October 1, 1982 and $92,000 for wage board pay increases during 1983. An additional $4,080,000 is required in 1984 to cover the full-year cost of the 1983 pay supplemental, including $3,967,000 for general and executive schedule and $113,000 for wage board.

The amount absorbed in FY 1983 for the pay cost increase will result in a reduction of 50 FTE's ($1,500,000) and reduced contract activities ($2,069,000) in MLR programs.

Transfers:

Transfer from "Leasing and Royalty Management," Federal and Indian Lands Program, Minerals Management Service	+782	+35,029

By Secretarial Order No. 3087 of December 3, 1982, the Secretary transferred from the Minerals Management Service (MMS) to BLM all responsibilities for mineral resource evaluation, regulation and lease supervision for onshore Federal minerals. This action combines all onshore minerals management functions previously divided between BLM and MMS into one organization. The base funding shift is reflected in the 1984 base for each MLR subactivity as follows:

	FTE	Amount
Onshore Energy and Minerals Management		
Energy Resources	642	28,799
Oil and Gas Leasing.....	(380)	(17,608)
Coal Leasing.....	(200)	(8,520)
Geothermal Leasing.....	(39)	(1,650)
Oil Shale/Tar Sands Leasing.....	(23)	(1,021)

	FTE-T	Amount
Nonenergy Minerals	73	2,729
Mineral Materials Sales.....	(---)	(---)
Mining Law Administration.....	(---)	(---)
Mineral Leasing	(59)	(2,022)
Uranium Operations.....	(14)	(707)
Lands and Realty Management.....		
Withdrawal Processing & Review.....	22	605
General Administration.....	45	2,896 1/
Total, Onshore Minerals Transfer	782	35,029

Transfer to "Leasing and Royalty Management," Minerals Management Service	-33	-581

By Secretarial Order No. 3087 of December 3, 1982, the Secretary transferred the responsibility for all mineral revenue management, including the collection and distribution of receipts, from BLM to MMS. This will consolidate all mineral revenue functions except application/filing fees in one agency. The transfer is from the Energy Resources sub-activity, Oil and Gas Leasing program element.

Transfer to "Surveys, Investigations and Research," Geological Survey	---	-2,813

Pursuant to written agreement, responsibility for budgeting funds for its mineral surveys in BLM wilderness study areas is transferred to Geological Survey in 1984. In previous years BLM transferred funds to Geological Survey to conduct these surveys. This transfer places the funding requests with the functional responsibility for program accomplishments.

Transfer to "Mines and Minerals," Information and Analyses, Bureau of Mines	---	-1,687

Pursuant to written agreement, the responsibility for budgeting funds for its mineral surveys in BLM wilderness study areas is transferred to the Bureau of Mines in 1984. In previous years BLM transferred funds to Bureau of Mines to conduct surveys. This transfer will place the funding requests with the functional responsibility for program accomplishments.

1/ Included in the General Administration amount of $2,896,000 are the following amounts for Bureauwide fixed costs:

Rent (GSA SLUC)....	$1,587,000
Telephone (FTS)....	203,000
Postage.....	90,000

	FTE-T	Amount
Transfers within Management of Lands and Resources, BLM		
Transfer from Energy Resources, Oil and Gas Leasing	---	-1,500

This transfer of funding represents that portion of the costs to develop and implement the "Automated Land and Minerals Records System" which were initially funded from the Oil and Gas Leasing program in FY 1983 to enter oil and gas lease application case files into the automated data management system in connection with lease issuance work.

Transfer to Planning and Data Management, Data Management	---	+1,500

This transfer of funding represents a portion of the costs needed to develop and implement an Automated Land and Minerals Records System. This program to automate land and minerals status data, the survey grid, and case data will result in more accurate and timely records and easier manipulation of records data for management purposes and public use.

Transfer to Nonenergy Minerals, Mineral Materials Sales	---	+200

Transfer funding for paleontology and geology programs from the Soil, Water and Air subactivity since these programs are more closely associated with other minerals functions funded in the Nonenergy Minerals subactivity.

Transfer from Renewable Resources Management Soil, Water and Air Management	---	-200

Transfer funding for paleontology and geology programs from this subactivity to Mineral Materials Sales.

Other increases or decreases:	---	+4,076
Employees' Compensation Fund	---	-52

The decrease in the repayment to the Employees' Compensation Fund is the result of lower costs in the 1981-82 expense period. These charges will be reimbursed to the Department of Labor, Employees' Compensation Fund, in 1984 pursuant to Public Law 94-273.

Medicare Tax	---	+2,206

The increase is the result of payments to be made beginning in 1983 for the government employer's share of the Medicare tax for Federal employees. These charges will be reimbursed to the Department of Health and Human Services, FICA Hospital Insurance Tax Fund, pursuant to P.L. 97-248.

Rent payments to GSA (SLUC) ..... --- +2,594

The GSA conducted a Fair Annual Rental (FAR) appraisal for 1984 which resulted in increases over the 1983 rates. The FAR estimate of $21,264 for 1984 rent payments to GSA was subtracted from the 1983 estimate of $18,670 for an increase of $2,594.

One less workday in FY 1984 ..... --- -672

The decrease for personnel compensation results from there being one less workday in FY 1984 than in FY 1983 for most full-time employees.

Justification of Program and Performance

Activity: Onshore Energy and Minerals Management
Subactivity: Energy Resources

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Oil and Gas	$	19,745	36,556	37,267	+17,522	+711
	(FTE-T)	(619)	(966)	(993)	(+374)	(+27)
Coal	$	15,789	24,898	18,248	+2,459	-6,650
	(FTE-T)	(280)	(480)	(466)	(+186)	(-14)
Geothermal	$	2,272	4,047	3,197	+925	-850
	(FTE-T)	(68)	(107)	(99)	(+31)	(-8)
Oil Shale/Tar Sands	$	3,641	4,766	2,666	-975	-2,100
	(FTE-T)	(52)	(75)	(67)	(+15)	(-8)
Total Requirements	$	41,447	70,267	61,378	+19,931	-8,889
	(FTE-T)	(1,019)	(1,628)	(1,625)	(+606)	(-3)

Authorizations

30 U.S.C. 181 et. seq. P.L. 66-146	The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
42 U.S.C. 4321, 4331-4335, 4341 - 4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the preparation and maintenance of inventories of public land resource values (Section 201(a)).
P.L. 94-377	The Federal Coal Leasing Amendments Act of 1976 requires competitive leasing of coal on public lands.
30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.

43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 1001 P.L. 91-581	The Geothermal Steam Act of 1970 authorizes the Secretary to issue leases for the development of geothermal energy.
P.L. 97-78	The Combined Hydrocarbon Leasing Act of 1981 directs regulation development for the tar sands leasing program and authorizes issuance of competitive combined hydrocarbon leases and conversion of oil and gas leases and mining claims to combined hydrocarbon leases.
25 U.S.C. 396	The Act of March 3, 1909, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and that the Secretary is authorized to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of this section (Title 25-Indians).
25 U.S.C. 396(a)	The Act of May 11, 1938 provides for the leasing of unallotted (tribal) Indian lands.
P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 provides that all oil and gas developed from Federal and Indian lands will be properly accounted for under the direction of the Secretary of the Interior; and requires that the Secretary study the question of adequate royalty for the development of Federal and Indian coal, uranium and nonenergy minerals.
Secretarial Order No. 3087 (December 3, 1982)	Organizational Restructuring of the Department of the Interior Minerals Management Functions Consolidates all of the onshore minerals resource evaluation functions and mineral lease supervision and regulation functions of the Minerals Management Service (MMS) with the onshore mineral leasing functions of the Bureau of Land Management. All minerals revenue collection (except filing fees), royalty management and mineral receipt distribution functions were placed in the MMS. The purpose of this consolidation was to provide a single agency (BLM) that had full responsibility for onshore mineral leasing, to provide better

service to industry and the public by having one agency to contact regarding all onshore minerals activities, and to have a single resource manager responsible for multiple use planning and management of both surface and subsurface resources.

Starting in FY 1984, this budget includes total funding for all onshore mineral activities including those activities formerly included in both MMS's "Federal and Indian Lands" activity and the "Onshore Minerals Management" activity of BLM's Management of Lands and Resources appropriation.

OIL AND GAS

Objectives

- Complete processing of lease offers on BLM lands within six months of receipt (i.e., allow no backlog to develop).
- Make land available for oil and gas development by issuing leases and processing notices of intent (NOI's) and applications for permits to drill (APD's) on a timely basis.
- Coordinate with the data management and nonenergy realty programs as they continue to automate Federal land status and lease records to enhance BLM's land management abilities and provide faster and more reliable service and information to the public.
- Open land in Alaska to oil and gas leasing. Hold one competitive sale in the National Petroleum Reserve - Alaska (NPR-A).
- Work with other agencies to help alleviate their oil/gas lease issuance backlog.
- Process assignments within 90 days of receipt.
- Classify Federal lands with potential for oil and gas development and evaluate specific tracts offered for sale by competitive leasing.
- Supervise the on-site operations of lessees to ensure that operations are consistent with sound conservation practices for the protection of the mineral resource, the environment and other resources, and that proper royalties are promptly paid.
- Conduct production verification checks on Federal and Indian lands.
- Comply with the requirements of the Federal Oil and Gas Royalty Management Act.

Base program

The base funding level for the Oil and Gas Program is $36,556,000 and 966 FTE-T.

Oil and gas leasing is done both competitively and non-competitively. Competitive leasing takes place for lands designated as Known Geologic Structures (KGS) in the Continental U.S. and Favorable Petroleum Geologic Provinces (FPGP) in Alaska. Non-competitive leases are issued to the first qualified applicant for lands that have not previously been leased and that are not in a KGS or FPGP. For lands that have previously been leased in the Continental United States and are still not in a KGS, new leases are issued after a simultaneous filing period; the potential lessee is selected by computerized random drawing. Drawings are held bi-monthly and result in approximately 9,600 leases annually. To increase efficiency of processing, beginning in FY 1983 all drawings are being conducted by BLM's Wyoming State Office using the automated drawing system.

BLM is the Department of the Interior's principal organization for making recommendations on the resource value of onshore oil and gas lands to be offered for lease sale, exchange, or conveyance. Given the focus on obtaining Federal revenues, achieving fair return for lands offered for sale, the ever increasing numbers of lease sales held, and the production inspections required, this workload will increase. Incorporation of modern techniques in economic evaluation and appraisal of oil and gas prospects is a continuing function of the oil and gas evaluation program, now the responsibility of the BLM.

The oil and gas program generates receipts from bonuses, rentals and royalty payments. The receipts from the lower 48 states and NPR-A leasing are divided equally between the Treasury and (under permanent appropriations payments) the states in which the leased lands are located. Receipts from non-NPR-A areas in Alaska are divided on the basis of ninety percent to the state and ten percent to the General Fund of the Treasury. The total receipts from onshore oil and gas leasing during FY 1982 were $1,070.9 million. Estimated receipts for FY 1983 through FY 1984 are shown below. Starting with FY 1984, the MMS will be the responsible agency for collecting, accounting for, and distributing all onshore mineral receipts (except filing fees). The lease supervision and inspection functions performed by BLM on all producing Federal and Indian leases are an important element in ensuring that proper royalties are paid since a part of this function involves the validation of actual production occurring from various leases and providing this data to MMS for its royalty accounting system.

Onshore Oil and Gas Receipts
($ million)

	Actual FY 1982	Estimated FY 1983	Estimated FY 1984
Bonuses and rents	364.1	299.7	335.2
Royalties	706.8	853.0	952.0
	1,070.9	1,152.7	1,287.2

In addition, approximately $187.5 million in filing fee receipts are estimated for both FY 1983 and FY 1984. This is an increase of $80 million annually over the $107.5 million received in FY 1982. The increase results from the increase in the filing fee from $10 to $25 for the December 1981 and January 1982 filings and an additional increase to $75 effective with March 1982 filings. While fewer applications for simultaneous oil and gas (SOG) leases were received in March than January (227,560 vs. 566,080), total SOG filing fee receipts increased $3.2 million ($17.1 million vs. $13.9 million). During the remainder of the FY 1982 drawings, filing fee receipts remained at about $18 million per filing period. Filing fees are collected by the BLM and deposited directly into the General Fund of the Treasury.

At the base funding level, major activities emphasize identifying KGS's, determining adequacy of bids submitted in competitive sales, issuing leases, processing assignments, and approving and supervising post-lease operations. Post-lease workload includes reviewing and approving exploration plans and applications for permits to drill (APD) and performing compliance inspections. Field exams may be required in reviewing proposals for exploration, development and production. Inspections of industry operations and facilities are conducted on both a scheduled and random basis to help ensure compliance with permit stipulations and regulations and to protect leases from unauthorized removal of oil from Federal/Indian wells and production facilities. Other base program work involves inventorying lands for oil and gas development and providing data for land use planning.

A number of program improvements were adopted in late FY 1981 and early FY 1982 by BLM and the Forest Service. These include: (1) implementing categorical exclusions to fulfill the requirements of the National Environmental Policy Act for individual pre-lease environmental assessments, (2) eliminating adjudication of corporate qualification statements for each lease issued and substituting random sampling to ensure compliance with the law, (3) eliminating the need for pre-lease structural clearance review for applications in most areas with no known geologic structures, and (4) in some cases, completing environmental assessments before drilling, rather than before leasing.

The total acreage under lease has increased by 80 percent in the past 10 years, and the Bureau had not previously been able to keep up with the increased rate of incoming lease applications. Backlogs had increased steadily; from November 1979 to November 1981 the number of pending oil and gas lease applications almost doubled, increasing from 18,000 to 34,000. A major thrust of the FY 1982 program was to eliminate the backlog of oil and gas lease applications over six months old and under BLM control for processing. By the end of December 1982, all backlogs of lease offers on BLM lands were eliminated. Applications are presently considered backlogged if they are pending more than six months. The FY 1984 level of funding, involving issuance of 30,400 leases, will enable BLM to remain current on adjudicating offers on BLM lands and to eliminate backlogs on lands administered by other agencies since application levels are expected to remain constant. The FY 1984 level will permit adjudication of all lease applications.

There will be a general increase in post-lease activities (assignments, APD's, sundry Notices of Intent (NOI's) to conduct exploration, etc.) compared to FY 1983 as a result of the increased leasing in Calendar Year 1982. All post-lease activities (particularly NOI's and APD's) are a high priority and will be processed on a current basis because they lead most directly to new oil and gas exploration and production on Federal and Indian lands.

In FY 1983, the Bureau began initial efforts to establish an automated land and minerals case management system. This automation initiative will provide capability in oil and gas case recordation and program statistics, case management and adjudication, and display of survey and status information. The automated system, which will provide efficient solutions to the problems of the current manual system, is discussed in detail in the justifications for Nonenergy Realty and Data Management. During FY 1983 priority is being given to developing oil and gas case management capabilities. In the FY 1984 base $1,500,000 for this automation effort was shifted from the oil and gas base to the data management base.

The base program will allow the Bureau to hold at least one NPR-A sale and issue leases within 180 days of application on Alaska lands opened to noncompetitive oil and gas leasing. Post-lease supervision will increase as lease holders from the first two NPR-A sales (held in FY 1982) begin operations. BLM will also complete processing of lease applications filed prior to enactment of ANILCA and thus not previously subject to BLM action.

The workload table below shows the various elements of the planned oil and gas program workload.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase(+) or Decrease(-)
Simultaneous oil and gas filings	2,100,000	2,500,000	2,500,000	---
Simultaneous oil and gas leases	7,128	9,600	9,600	---
Simultaneous parcels posted	7,600	9,600	9,600	---
Over-the-counter leases issued	12,634	20,000	20,000	---
Pre-lease categorical exclusion reviews completed	20,000	28,000	28,000	---
Pre-lease environmental analyses completed	700	800	830	+30
Competitive leases issued	439	685	800	+115
Assignments processed	37,700	45,000	60,000	+15,000
Applications for permit to drill (APD) processed	5,000	5,100	6,000	+900
Notices of intent (NOI) processed	2,000	1,500	2,000	+500
Bonds processed	1,224	2,000	2,500	+500
Abandonments processed	1,600	1,760	1,920	+160
Notices of completion (NOC) processed	1,333	1,500	2,000	+500
Inventory (acres)	1,011,500	3,061,000	3,061,000	---
Geology, energy, mineral (GEM) assessments (acres)	250,000	1,036,000	1,036,000	---
Tract evaluations	800	925	925	---
KGS determinations	480	530	530	---
Review of other operator proposals	20,570	22,640	22,640	---
Post-lease environmental reviews	5,500	5,100	5,100	---
Inspections conducted	29,000	35,000	35,000	---

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	36,556	37,267	+711
(FTE-T)	(966)	(993)	(+27)

For the past 10 years, the Department has devoted an increasing portion of personnel resources to responding to increased industry exploration and development activities. This effort has been primarily associated with processing of applications for permits to drill (APD's) and the performance of environmental responsibilities in connection with drilling and production activities. With the increased emphasis on these mandatory responsibilities, there was a corresponding decline in the resources available for inspections of producing, treating and marketing operations. In FY 1982, an estimated 59,900 wells existed on Federal and Indian lands. Approximately 29,000 inspections were performed. In FY 1983 an estimated 35,000 inspections will be accomplished in relation to 61,450 wells. During FY 1984, the level of inspections will be increased to 40,000. The Bureau may revise this estimate of inspection workload based upon the requirements of the recently enacted Federal Oil and Gas Royalty Management Act of 1982.

In response to the Linowes Commission Report, an inspection and enforcement strategy has been designed to make the most efficient use of Federal personnel and funding available. This strategy involves establishing priorities and eliminating redundancies through use of statistical sampling methods and cooperative arrangements with states, Indian Tribes, and other surface managing agencies. The criteria to be used in establishing priorities include the following: potential for significiant revenue losses; potential for significant environmental degradation or hazard to health and safety or to other natural resources such as fresh water or coal; and legal, regulatory, or other mandatory requirements for inspection, e.g., predrilling inspection needed for approval of an APD.

These criteria will be applied to all leases in determining priorities. However, a single criterion may dominate the inspection priority on a particular lease, such as the potential for a significant loss of revenue or the presence of a significant aquifer. The timing and frequency of lease inspections will be scheduled according to the availability of personnel and funds and will be directed to the highest priority leases first.

An increase of $4,071,000 and 42 FTE is proposed for regulation of operations. Of this amount $3,360,000 will be redirected from other activities in the oil and gas program. The remaining $711,000 is requested as an FY 1984 budget increase.

The total increase of $4,071,000 and 42 FTE will provide the necessary resources to support:

1) A requirement for 5,000 additional (+14%) inspections of producing Federal leases in response to the Linowes Commission recommendations as described above.

2) Compliance with the National Environmental Policy Act (NEPA) requirements to address the environmental consequences of pending oil and gas activities at enhanced levels by conducting 900 additional (+17%) post-lease environmental reviews.

3) The enhancement of inspector capability to supervise operations on Federal and Indian leases by providing additional training and assistance to the inspection force.

4) Post-development environmental assessment to facilitate production operations (e.g., gas sweetening plants).

5) Review of an additional 2,260 other operator proposals, an increase of 10 percent over FY 1983.

The $3,360,000 and 15 FTE to be redirected from within the oil and gas program includes the following:

- $1.5 million and 4 FTE from a reduction of study and contract funds from the leasing program base for the National Petroleum Reserve-Alaska (NPR-A) made possible because most of the required pre-lease data for tract selection and evaluation for NPR-A lease sales have been acquired.

- $800,000 made available by the completion in FY 1983 of data acquisition and study requirements for assessing the resource potential and future uses of areas under Section 1001 of the Alaska National Interest Lands Conservation Act (ANILCA).

- $600,000 and 11 FTE realized because of decreases in certain unit costs made possible by the program improvements described in the base program narrative.

- $460,000 resulting from reductions in inventory and GEM assessments of 1.7 million acres and 84,000 acres respectively.

The 42 FTE required for regulation of operations is offset against this savings of 15 FTE, for a net increase of 27 FTE in the overall Oil and Gas Program.

The workload measures which will be accomplished at the FY 1984 Estimate funding level are as follows:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Simultaneous oil and gas filings	2,500,000	2,500,000	---
Simultaneous oil and gas leases	9,600	9,600	---
Simultaneous parcels posted	9,600	9,600	---
Over-the-counter leases issued	20,000	20,000	---
Pre-lease categorical exclusion reviews completed	28,000	28,000	---
Pre-lease environmental analyses completed	830	830	---
Competitive leases issued	800	800	---
Assignments processed	60,000	60,000	---
Applications for permit to drill (APD) processed	6,000	6,000	---
Notices of intent (NOI) processed	2,000	2,000	---
Bonds processed	2,500	2,500	---
Abandonments processed	1,920	1,920	---
Notices of completion (NOC) processed	2,000	2,000	---
Inventory (Acres)	3,061,000	1,361,000	-1,700,000
Geology, energy, mineral (GEM) assessments (acres)	1,036,000	952,000	-84,000
Tract evaluations	925	1,050	+125
KGS determinations	530	580	+50
Review of other operator proposals	22,640	24,900	+2,260
Post-lease environmental reviews	5,100	6,000	+900
Inspections conducted	35,000	40,000	+5,000

Distribution of change by object class

The object class detail for the proposed increase is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Geologist/Petroleum Engineer	9/11	5	$130,001
Petroleum Engineer Technician	9/11	23	649,657
Records Specialist	7/9	1	21,384
Clerical Assistant	5	2	31,064
Clerk-Typist	3/5	5	74,494
Subtotal		36	$906,600
Less lapse (at 25%)	25%	-9	-226,600
Full-time Equivalent - Total		27	$680,000
Personnel benefits			82,000
Travel and transportation of persons			84,000
Transportation of things			75,000
Other services			-250,000
Supplies and materials			40,000
Total			$711,000

COAL

Objectives

- Permit the orderly leasing of Federal coal in accordance with the adopted coal leasing schedules in Federal coal production regions;
- Make Federal coal resources available when development is consistent with land-use planning and when reclamation potential is favorable;
- Identify the location of coal resources with development potential consistent with needs for land use planning.
- Begin or continue activity planning in support of second and third round lease sales in designated Federal coal production regions;
- Process the 149 presently outstanding coal preference right lease applications (PRLA's) in compliance with the Secretary's decision to complete processing of all PRLA's by December 1, 1984;
- Meet known short-term coal needs by expeditiously processing leases needed to maintain existing production or to avoid bypassing Federal tracts;
- Expeditiously process requests for leasing by application in the Eastern states;
- Investigate and resolve Federal coal trespass cases and take all necessary actions to prevent future trespass;
- Process on a timely basis all coal lease maintenance responsibilities;
- Support GEM assessments to determine coal resources that would be affected by planning and resource management decisions on public lands;
- Review, approve and inspect industry operations related to coal exploration development and continued operations with specific emphasis on conservation, diligent development, logical mining units, and maximum economic recovery;
- Review, approve, and inspect exploration and development operations on Indian lands and provide technical assistance to tribes and BIA;
- Conduct production verification checks on Federal and Indian lands; and
- Provide NEPA compliance for exploration activities on Federal and Indian lands.

Base program

The base funding level for the Coal Program is $24,898,000 and 480 FTE-T.

BLM manages about 33 percent of all United States coal and indirectly affects the use of at least an additional 20 percent of Western coal. As of September 1982 there were 616 Federal coal leases covering 927,100 acres and an estimated 45.4 billion tons of in-place resources. There were 111 producing leases in 1981. Production from those leases (104.4 million tons) amounted to 14 percent of total United States production. Coal production from Federal lands has increased from 7.4 million tons (9.6 tons per leased acre) in 1970 to 104.4 million tons (113.0 tons per leased acre) in 1982.

Receipts from Federal coal production were $40.1 million in FY 1981 and $70.9 million in FY 1982. The estimate for FY 1983 is $129.2 million, and receipts are estimated at $211.7 million for FY 1984. The increase, as noted below, is the result of higher bonuses from increased leasing and higher royalties from increased coal production. Starting in FY 1984, receipt collection, accounting and distribution will be the responsibility of the MMS.

Coal Receipts
($ millions)

	Actual FY 1982	Estimated FY 1983	Estimated FY 1984
Bonuses	7.2	32.2	56.1
Royalties	61.0	92.0	149.6
Rent	2.7	5.0	6.0
Total	70.9	129.2	211.7

In FY 1982, there were seven regional coal lease sales with 63,726 acres offered containing 1.4 billion tons of recoverable coal reserves. These lease sales were in four regions:

1. Green River-Hams Fork - Three tracts were offered and sold totaling 10,236 acres.

2. Powder River - Eleven tracts were offered containing 21,410 acres. Ten tracts were sold with 16,554 total acres.

3. Southern Appalachian - Eleven tracts were offered containing 14,563 acres. Seven tracts were sold with 5,149 total acres.

4. Uinta-Southwestern Utah - Six tracts were offered containing 17,517 acres. Two tracts were sold totaling 800 acres.

In addition, nine tracts totaling 11,015 acres were leased by applications, and 16 PRLA's totaling 33,274 acres were processed to lease issuance in FY 1982.

BLM collects and analyzes information about the location, quantity, and characteristics of coal in potential leasing areas as input to the preparation of Resource Management Plans. This is accomplished through field examinations, drilling, and coal bed analyses for the assessment of coal development potential. The base program includes geologic and mineral resource assessment for multiple use management.

The classification and mineral evaluation of Federal lands for potential coal leasing is presently accomplished by the acquisition, analysis, and interpretation of geologic data. Geologic mapping and subsurface studies on unleased Federal land is supplemented by data provided by the Geological Survey and collected from Federal mineral lessees. In addition, comparability analysis and appraisal studies are made, and data are gathered for use in the post-sale evaluation of tracts for competitive leasing or exchange.

At the base funding level, activity planning will be conducted to support first and second-round lease sales that will be held in five coal regions in FY 1984 plus one second-round sale scheduled in FY 1985 as shown below.

Coal Region	First-Round Sale	Second-Round Sales
San Juan River	1st Quarter-FY 1984	
Uinta-Southwestern Utah		2nd Quarter-FY 1984
Green River-Hams Fork		2nd Quarter-FY 1984
Southern Appalachian		3rd Quarter-FY 1984
Powder River		4th Quarter-FY 1984
Fort Union		4th Quarter-FY 1985

Revised coal leasing regulations became effective on August 30, 1982. Certain aspects of these regulations will result in program efficiencies for lease applicants and the Bureau. These include providing an early call for coal information from the public, eliminating the requirements for sequential application of land-use planning screening procedures, and simplifying regulatory requirements for establishing leasing levels by reducing the complexity of quantifying the amount of coal to lease.

Sale procedures have been implemented which expedite the coal lease sale process while meeting the legal requirements to obtain Fair Market Value (FMV) for Federal mineral resources. The sale process begins with a Federal Register announcement setting the minimum bid for each tract offered for lease. The minimum bid may be $100 or more based upon the Department's best estimate of the representative market value of the tract. The tract's value is determined from data on bidding for previously offered tracts, development potential, surface ownership, trends in regional markets (including prices, sales and demand for new coal reserves) and other circumstances (i.e., whether the sale represents an initial offering, reoffering, maintenance or bypass situation). A written report is prepared on mining method, estimated coal reserves by bed and coal quality, plus royalty, rental and lease bond recommendations and an evaluation of public comments on Fair Market Value.

BLM conducts the coal lease sale by means of sealed bids. Qualifying bids are those which meet or exceed the minimum bid published in the sale notice. The notice indicates that the minimum bid for a lease does not necessarily constitute an acceptable FMV bid and that determination of FMV will be made after the sale on the basis of bidding results, indications of competition and other factors which are indicative of the current market value in the region.

All high qualifying bids are reviewed to determine whether the test for FMV is met. This is accomplished through:

a) Competitive Analysis - A profile of each tract and its bidding is developed to determine whether the elements of a competitive market, bidder participation and high bid offered combine to indicate adequate bidding competition.

b) Detailed Comparable High Bid Analysis - Tracts whose high bids are not clearly competitive are further analyzed based on high bids from comparable sales. Comparability analysis produces an estimate of the value which is representative of market value. In the event that satisfactory comparable sales on acceptable bids are unavailable, other approaches such as value in use or income can be substituted.

c) Examination of Special Circumstances - In some cases special circumstances may exist which could have an overriding effect on the decision to accept or reject the high bid on a tract. Adjustments to comparative values may be made to compensate for circumstances such as:

- Government losses from the delay in the sale of tracts;

- Factors not considered in the comparative analysis but which would serve important public objectives, for example, bypass situations; and

- Uncertainties concerning the comparability of tracts used for comparison or uncertainties in the adjustment and estimation process.

The workload for supervision of coal mining operations has increased due to new responsibilities under the Federal Coal Leasing Amendments Act. The regulatory program requires (1) lease and mine inspections which include active properties, inactive properties, producing properties, and abandonments; (2) short-and long-range mining and exploration plan approvals; (3) approval of logical mining units; (4) approval of diligent development/continued operations; (5) environmental analyses of coal exploration plans; and (6) ensuring orderly and timely development and maximum economic recovery of the leased coal deposits. This work often involves the additional complexity of assessing operations which include intermingled Federal and private coal resources in the same mining operation.

The Bureau will continue to investigate all instances of alleged coal trespass and initiate administrative or civil action to resolve cases of unauthorized coal removal. In the late 1970's, 54 trespass cases were opened. Of these, 46 cases have been resolved, and eight cases are under investigation or are in the process of litigation.

The following table relates the workload estimated for the FY 1984 base funding level to accomplishments in prior years.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) Decrease (-)
Activity Plans Prepared	3	4	5	+1
PRLA's Processed	53	80	80	---
Lease Readjustments	52	40	65	+25
MFP Amendments	6	2	4	+2
Land-Use Planning Studies	14	13	13	---
Inventory (000 acres)	615	2,100	2,100	---
GEM Assessments (000 acres)	120	300	708	+408
Lease Applications	23	23	23	---
Exploration Licenses	74	78	78	---
Trespass Investigations	6	5	8	+3
Site-specific EA's	58	43	67	+24
Site-specific EIS's	1	7	7	---
Technical Investigations	36	13	13	---
Lease Assignments	56	59	95	+36
Negotiated Sales	4	3	2	-1
Lease Modifications	12	7	5	-2
Lease Exchanges	6	7	7	---
Unsuitability Petitions	---	1	2	+1
Conveyances	15	20	20	---
Tracts Evaluated for Regional Lease Sales	65	65	65	---
Tracts Evaluated for Application Lease Sales	30	10	10	---
Diligent Development/ Continued Operations Determinations	130	134	134	---
Inspections	1,800	2,200	2,200	---
Mine and Exploration Plan Reviews	268	259	259	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	24,898	18,248	-6,650
(FTE-T)	(480)	(466)	(-14)

The FY 1984 estimate level of funding represents a decrease of $6,650,000 and 14 FTE-T distributed among the following program elements: PRLA processing ($350,000), Land Use Planning Studies ($550,000), Inventories ($540,000), GEM Assessments ($94,000), Site-specific EIS's ($1,080,000), Technical Investigations ($762,000), Coal Resource Evaluations ($2,904,000), and Regulation of Operations ($370,000).

Coal preference right lease applications are processed according to a schedule which assures the completion of all processing actions on existing PRLA's by December 1, 1984. In FY 1984 the schedule calls for completion of processing on 69 PRLA's which represents a reduction of 11 units from the FY 1983 level of 80. A decrease of $350,000 can be accommodated as a result of this workload reduction.

Land use planning studies are required to supplement information gathered and analyzed in the Bureau's Resource Management Planning process. They contribute to decisionmaking in support of regional coal lease sales by providing information on specific topics such as air quality, cultural resources, socio-economic impacts and water quality. Since the number of regional coal lease sales will decrease in FY 1985 and FY 1986, the number of land use planning studies required to support sales will also decrease. In addition, Departmental policy requires the lessee to provide data necessary to comply with the National Historic Preservation Act, resulting in a further reduction of land use planning studies required. A decrease of $550,000 is therefore possible in FY 1984.

Many of the coal program actions require a site-specific environmental analysis (EA) before the activity may begin. If an EA results in a determination that the proposed activity could have a significant adverse effect on the environment, a site-specific EIS is required. In order to take advantage of every reasonable opportunity to lease Federal coal, funding is requested annually to cover the costs of preparing a certain number of site-specific EIS's. Since the precise number of site-specific EIS's which will be required during any single year depends upon public demand for Federal coal program actions and the findings of the mandatory EA's, this number can only be estimated on the basis of past experience. The assumption that two less EIS's will be required in FY 1984 is not expected to affect lease schedules.

Technical investigations are studies describing the relationships between coal leasing decisions and hydrology, overburden, and soils/ vegetation. Under a policy change initiated in 1981, overburden and soil/revegetation studies are now the responsibility of the lessee. Hydrologic studies

are necessary for decisions leading up to leasing and remain the responsibility of BLM. The soils/revegetation, overburden, and hydrologic studies in process at the time of the policy change are being completed and used for EIS's, EA's, tract delineation, tract ranking, lease stipulations, and post-mining land use determination. At the reduced funding level the number of technical investigations in progress would decline from 13 in FY 1983 to 6 in FY 1984. The reduced need for these studies under the above policy, the availability of existing data from earlier studies in the same areas, and availability of data from lessees would permit the program to accommodate this reduction.

Geology, Energy and Minerals (GEM) assessments that support the coal program are included in the FY 1984 budget. GEM studies will produce coordinated mineral assessments which will replace the current approach of preparing single mineral inventories. The proposed funding level will reduce GEM assessments by 386,000 acres. In addition, the proposed reduction will eliminate 700,000 acres of non-minerals inventory work. Because the remaining inventories will be concentrated in areas with high potential for coal development, the reduction will not affect currently scheduled lease sales.

The decrease of $2,904,000 for coal resource evaluation activities is made possible through the implementation of improved pre-lease evaluation procedures, reduced staffing needs, and reliance upon existing data. The focus of these modified procedures is to achieve evaluation efficiencies while emphasizing competition to establish interest levels for coal development. Previous methodology involved work-intensive and time consuming processes to evaluate the coal resource on a tract-by-tract basis. The $2,904,000 decrease will be realized through reduced staffing and support requirements and from savings in printing and reproduction costs, ADP services previously necessary for tract-by-tract evaluation, and costs of data acquisition for numerous tract-by-tract evaluations. Much of the drilling data required for economic evaluations can be obtained from industry. Efforts are currently underway to automate data on Federal coal characteristics. This information, in a computerized format, will include the coal thickness, overburden, and location of drill holes. This automated data base will be capable of constructing maps using all available data on tracts being evaluated for lease or exchange. Computer generated maps can be revised rapidly to incorporate changes required by the addition of new data or to reflect reinterpretation.

Although some increase in workload associated with the regulation of operations (such as inspections) is expected, regulatory revisions and operational efficiencies will reduce workload unit costs. These factors are expected to result in a net savings amounting to $370,000 in FY 1984.

The workload measures which will be accomplished at the decreased FY 1984 funding level are as follows:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) Decrease (-)
Activity Plans Prepared	5	5	---
PRLA's Processed	80	69	-11
Lease Readjustments	65	65	---
MFP Amendments	4	4	---
Land-Use Planning Studies	13	6	-7
Inventory (000 acres)	2,100	1,400	-700
GEM Assessments (000 acres)	708	322	-386
Lease Applications	23	23	---
Exploration Licenses	78	78	---
Trespass Investigations	8	8	---
Site-specific EA's	67	67	---
Site-specific EIS's	7	5	-2
Technical Investigations	13	6	-7
Lease Assignments	95	95	---
Negotiated Sales	2	2	---
Lease Modifications	5	5	---
Lease Exchanges	7	7	---
Unsuitability Petitions	2	2	---
Conveyances	20	10	-10
Tracts Evaluated for Regional Lease Sales	65	35	-30
Tracts Evaluated for Application Lease Sales	10	5	-5
Diligent Development/ Continued Operations Determinations	134	134	---
Inspections	2,200	2,400	+200
Mine and Exploration Plan Reviews	259	269	+10

Distribution of change by object class

The object class detail for the proposed $6,650,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Environmental Specialist	9/11	5	$201,785
Land Law Examiner	9/11	5	201,785
Geologist	9/11	7	282,499
Clerical Assistant	5	1	15,166
Clerk-Typist	3	1	12,065
Subtotal		19	$713,300
Less lapse (at 25%)	25%	+5	+178,300
Full-time Equivalent - Total		14	$535,000
Personnel benefits			70,000
Travel and transportation of persons			50,000
Transportation of things			35,000
Communications, utilities and other rent			230,000
Printing and reproduction			300,000
Other services			5,230,000
Supplies and materials			200,000
Total			$6,650,000

GEOTHERMAL

Objectives

- Respond to all exploration, development and production proposals in accordance with timeframes contained in the December 1981 BLM/GS/FS interagency agreement for the Geothermal Program,
- Evaluate resources of geothermal tracts to be offered for competitive leasing and make timely reviews of Known Geothermal Resource Area (KGRA) classifications,
- Offer all unleased KGRA lands at competitive lease sales,
- Process noncompetitive lease applications within 90 days of receipt and make available previously leased land on a timely basis,
- Provide NEPA compliance for exploration activities on Federal and Indian lands,
- Approve and supervise industry operations on Federal geothermal leases,
- Conduct production verification checks on Federal and Indian lands.

Base program

Base funding for the Geothermal Program is $4,047,000 and 107 FTE-T.

Federal lands contain about 60 percent of the known or prospective geothermal resource areas of the United States. The estimated annual electrical generation potential of Federal geothermal resources is 2,500 megawatts by the year 2000; or the equivalent of about 100,000 barrels of oil per day. In addition, direct thermal use applications (crop drying, gasohol production, etc.) could replace the equivalent of 10,000 more barrels of oil per day by the year 2000. As much as 20 million acres of Federal lands will have to be leased by 1990 to achieve these estimates. Through FY 1982, over 3,000 Federal leases have been issued covering more than five million acres.

Geothermal leasing is done both competitively and noncompetitively. Competitive leasing takes place for lands designated as Known Geothermal Resource Areas (KGRA's). Noncompetitive leases are issued to the first qualified applicant for lands available for leasing and not designated as a KGRA.

Under current law, a single geothermal lessee is limited to holding a maximum of 20,480 acres per state. This limitation has been criticized as a constraint that is restricting the rate of geothermal resource exploration and development and as discouraging industry participation in the Federal leasing program. The Department continues to support legislation to increase the allowable acreage holding per state.

Receipts from the Geothermal program in FY 1982 were $32 million and for FY 1983 are expected to be $14 million. The majority of the receipts in FY 1982 were from bonus bids submitted at competitive lease sales. Starting in FY 1984, collection, accounting for and distribution of geothermal leasing receipts will be the responsibility of MMS. Receipt estimates for the FY 1982 through FY 1984 period are shown below:

Geothermal Leasing Receipts
($ millions)

	FY 1982	FY 1983	FY 1984
Rents	5	7	8
Bonuses	25	3	1
Royalties	2	4	5
Total	32	14	14

The Bureau has accelerated lease application processing, established a list of standard stipulations, and developed more efficient prelease environmental review procedures. As a result, leasing backlogs involving BLM-administered lands were eliminated in FY 1982; and backlogs for FS administered lands may be eliminated in FY 1983. For FY 1983, priority will be given to authorizing post-lease exploration and development proposals, holding KGRA sales, processing new lease applications, and making previously leased lands available for re-leasing.

The Bureau also has the responsibility of supervising operations on Federal geothermal leases. This responsibility includes review and approval of all proposed geothermal exploration, development, and production plans and inspections of all operations to ensure that conservation and environmental standards are met.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
GEM assessments (acres)	120,000	748,000	748,000	---
Pre-lease exploration NOI's	80	100	100	---
Number of KGRA classification reviews	10	15	15	---
Competitive sales	13	6	3	-3
Noncompetitive applications	1,150	800	800	---
Lease assignments	170	420	420	---
New well applications processed	55	60	60	---
Other applications processed	330	360	360	---
Environmental reviews	49	55	55	---
Inspections	790	850	850	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	4,047	3,197	-850
(FTE-T)	(107)	(99)	(-8)

The reduction of $850,000 and 8 FTE-T in the FY 1984 estimate can be accommodated as a result of program restructuring and elimination of leasing backlogs. The proposed funding level is adequate to permit timely processing of applications for permits leading to exploration, development and production. Although the proposed funding level will reduce the number of noncompetitive lease applications which could be processed by an estimated 100 and also reduce the number of assignments that could be processed by about 80, the expected level of industry interest in leasing is also expected to decline; and the FY 1984 estimate is judged to be adequate to handle the anticipated workload. In addition, GEM assessments on some 76,000 acres will be deferred to future years.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
GEM assessments (acres)	748,000	642,000	-76,000
Pre-lease exploration NOI's	100	100	---
Number of KGRA classification reviews	15	15	---
Competitive sales	3	3	---
Noncompetitive applications	800	700	-100
Lease assignments	420	340	-80
New well applications processed	60	60	---
Other applications processed	360	360	---
Environmental reviews	55	55	---
Inspections	850	850	---

Distribution of change by object class

The object class detail for the proposed decrease of $850,000 and 8 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Land Law Examiner	11	5	$144,273
Natural Resource/Surface Compliance Specialist	9/11	4	105,421
Clerical Assistant	5	2	30,306
Subtotal		11	$280,000
Less lapse (at 25%)	25%	+3	+70,000
Full-time Equivalent-Total		8	$210,000
Personnel benefits			25,000
Travel and transportation of persons			10,000
Transportation of things			10,000
Other services			565,000
Supplies and materials			30,000
Total			$850,000

OIL SHALE AND TAR SANDS

Objectives

- Complete the Piceance Basin Resource Management Plan (RMP) in Colorado and the Bookcliffs RMP in Utah in preparation for oil shale and tar sands lease sales;

- Prepare for and possibly hold one tar sands competitive lease sale in FY 1984 (May 1984) and prepare for one potential permanent oil shale lease sale in early FY 1985 (October 1984);

- Process applications for conversion of existing oil and gas leases and mining claims in special tar sands areas (STSA) to combined hydrocarbon;

- Continue monitoring of operations on existing oil shale leases;

- Evaluate oil shale and tar sands resource values for tracts to be offered in competitive lease sales, and for cases involving disposal and exchange of lands;

- Review, approve and inspect industry operations related to development and production on Federal lands; and

- Assess oil shale and tar sands resources through the GEM process.

Base program

The base funding level for the Oil Shale and Tar Sands Program is $4,766,000 and 75 FTE-T.

Public lands in Colorado, Utah, and Wyoming contain the equivalent of almost 2 trillion barrels of oil within the oil shale and tar sands reserves. These lands contain 80 percent of the nation's oil shale and tar sands reserves with estimated recoverable reserves of 600 billion and 2-3 billion barrels of oil, respectively. Establishing permanent Federal programs for oil shale and tar sands is essential to successful private sector development of these energy resources. In some cases, development of these resources on private lands would not be economical without leasing adjacent public lands.

There are currently four prototype oil shale leases, two in Colorado and two in Utah. No tar sands leases are in effect at this time. Oil shale bonus receipts are estimated at $30 million for FY 1983 and $102 million in FY 1984

The major FY 1984 workload elements in the prototype oil shale program will include: compliance work on existing leases, processing lease readjustments and modifications in operating plans as well as interacting with state and local agencies, completing environmental assessments, completing prototype supplemental EIS's, holding necessary lease sales, and issuing leases. A prototype lease sale is scheduled for May 1983. Major FY 1984 work elements in the permanent oil shale program include completion of necessary planning (Colorado and Utah RMP's), tract identification, environmental assessment work, and administering contracts. This work will be done in order to hold, if necessary and warranted by expressions of industry interest, the first permanent oil shale program lease sale by October 1984.

Major FY 1984 workload elements in the tar sands program will include preliminary area and tract ranking, formulation of alternative combinations of tracts, processing conversion applications for oil and gas leases and mining claims, and updating or completing existing land use plans and EIS's in Utah. Other activities will include selecting the tracts that will be leased in preparation for issuing a sale notice and conducting a tar sands lease sale in May 1984.

The classification and resource evaluation program for these commodities is accomplished by developing geologic, engineering, and economic information from data submitted by the lessees, acquired through field examination, or obtained from the Geological Survey or other Federal agencies. Such information is required in selecting tracts of Federal land for lease and determining the resource values of tracts to be offered for competitive lease, exchange, or conveyance.

BLM also has the responsibility for supervising operations on oil shale and tar sands leases. These responsibilities include engineering, environmental, and economic studies of operations on the prototype oil shale leases as required by the lease terms and inspection of all operations on leased lands to ensure that conservation and environmental standards are met.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Tar sands lease sales	---	---	1	+1
Oil shale lease sales	---	1	1	---
Combined hydrocarbon leases issued	---	52	52	---
Compliance	34	105	105	---
Land use plans	2	2	2	---
Environmental assessments	8	44	44	---
Environmental impact statements	2	2	2	---
Inventory (000 acres)	---	520	520	---
Studies	2	1	1	---
GEM assessments (000 acres)	---	396	396	---
Review of lessee submissions	150	175	175	---
Inspections	250	300	300	---
Environmental monitoring	45	68	68	---
Evaluation studies	10	8	8	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	4,766	2,666	-2,100
(FTE-T)	(67)	(67)	(-8)

The proposed reduction of $2,100,000 and 8 FTE-T reflects a decrease in the funding required for the permanent oil shale program development work such as development of regulations and preparation of the programmatic EIS. These projects required funding to establish the oil shale leasing program in FY 1983, but will not require continued funding in FY 1984.

A regulatory operations program capability will be maintained to support the remaining prototype and other oil shale lease management, and the proposed FY 1984 estimated funding level is considered to be adequate for this purpose. Although increases in some workload items related to the tar sands leasing program are expected, these will be offset by decreases in tar sands program development costs.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Difference
Tar sands lease sales	1	1	---
Oil shale lease sales	1	---	-1
Combined hydrocarbon leases issued	52	72	+20
Compliance	105	105	---
Land use plans	2	3*	+1
Environmental assessments	44	100	+56
Environmental impact statements	2	3	+1
Inventory (000 acres)	520	520	---
Studies	1	1	---
GEM assessments (000 acres)	396	396	---
Review of lessee submissions	175	75	-100
Inspections	300	150	-150
Environmental monitoring	68	45	-23
Evaluation studies	8	7	-1

Distribution of change by object class

The object class detail for the proposed decrease of $2,100,000 and 8 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Environmental Specialist	11	4	$113,060
Natural Resource Specialist	9/11	3	77,438
Geologist	9/11	3	77,437
Clerk-Typist	3	1	12,065
Subtotal		11	$280,000
Less lapse (25%)	25%	+3	+70,000
Full-time Equivalent - Total		8	$210,000
Personnel benefits			25,000
Travel and transportation of persons			10,000
Transportation of things			10,000
Printing and reproduction			350,000
Other services			1,455,000
Supplies and materials			30,000
Equipment			10,000
Total			$2,100,000

*Includes two Resource Management Plans and one Management Framework Plan Amendment.

Activity: Onshore Energy and Minerals Management
Subactivity: Nonenergy Minerals

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1983 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Mineral Materials Sales	$	2,072	2,353	2,353	+281	---
	(FTE-T)	(63)	(68)	(68)	(+5)	(---)
Mining Law Administration	$	6,559	6,802	8,802	+2,243	+2,000
	(FTE-T)	(215)	(215)	(255)	(+40)	(+40)
Mineral Leasing	$	1,548	3,738	3,838	+2,290	+100
	(FTE-T)	(39)	(98)	(98)	(+59)	(---)
Uranium Operations	$	---	722	622	+622	-100
	(FTE-T)	(---)	(14)	(10)	(+10)	(-4)
Total Requirements	$	10,179	13,615	15,615	+5,436	+2,000
	(FTE-T)	(317)	(395)	(431)	(+114)	(+36)

Authorization

43 U.S.C. 1732, 1744 P.L. 94-579	The Federal Land Policy and Management Act of 1976 (FLPMA) Section 302(b) authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the public lands, and Section 314 provides for the recordation of mining claims and abandonment.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretaryof the Interior for certain acquired lands.
30 U.S.C. 181 et. seq. P.L. 66-146	The Mineral Leasing Act of 1920, as amended, provides for leasing of coal, oil, oil shale, natural gas, phosphate, sodium, potassium and gilsonite on the public domain.
30 U.S.C. 601 et. seq. P.L. 80-921	The Material Sales Act of 1947, as amended, provides for disposal of common variety materials for commercial or industrial uses and free use for governmental entities.

43 U.S.C. 31(a)	The Act of March 3, 1879, as amended, provides for the classification of the public lands and examination of the mineral resources and products of the national domain.
30 U.S.C. 351-359	The Acquired Lands Mineral Leasing Act of 1947 provides for leasing of all minerals on acquired lands.
P.L. 97-451	The Federal Oil and Gas Royalty Management Act of 1982 provides that all oil and gas developed from Federal and Indian lands will be properly accounted for under the direction of the Secretary of the Interior; and requires that the Secretary study the question of adequate royalty for the development of Federal and Indian coal, uranium, and other energy and nonenergy minerals.
30 U.S.C. 22 et. seq.	The Mining Law of 1872, as amended, provides for the location of claims and patenting of proven claims for hardrock minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on public lands in specified states, mostly in the West.

MINERAL MATERIALS SALES

Objectives

- Issue 1,436 use authorizations making mineral materials available for private, governmental, and energy-related needs;
- Provide required minerals support for other resource management programs including withdrawal review, grazing environmental impact statements, and land tenure adjustments; and
- Perform 1,737 compliance checks to verify conformance with contract stipulations designed to protect surface resources.

FY 1984 program

The proposed funding for the Mineral Materials Sales Program is $2,353,000 and 68 FTE-T at both the Base and Estimated levels.

The public lands provide an important source of mineral materials, such as building stone, sand, gravel, and common barrow, which are used in construction work and for industrial and energy development. BLM sells mineral materials either competitively or noncompetitively. Mineral materials are also provided at no charge to qualified governmental entities for use in highway development and other public projects. Community pits and common use areas are also established to provide a convenient source of mineral materials to meet local needs, to minimize administrative work in processing sales and to concentrate surface disturbance and use in limited areas. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the disposal

contracts. Bureau personnel perform site checks to ensure compliance with these stipulations, to verify collection of appropriate payments for materials taken, and to prevent or take action on any unauthorized use of mineral materials. The disposal of mineral materials is discretionary; however, it is Bureau policy to meet the public demand for these materials. If mineral materials were not made available, there would be a significant impact on community, industrial and energy and mineral development in many areas of the Western states.

The base program includes mineral resource assessment for multiple use management and incorporates the Bureau's basic geology and paleontology program, formerly funded in the Soil, Water, and Air subactivity. This transfer of functions is accompanied by a $200,000 transfer of funds in the FY 1984 base from the Soil, Water and Air subactivity to the Mineral Materials Sales subactivity.

The following table compares the workload proposed for the FY 1984 funding level with workload in FY 1983.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	FY 1984 Estimate	Inc.(+) or Dec.(-)
Sales contracts issued	871	898	898	898	---
Free use permits issued	461	538	538	538	---
Unauthorized use cases processed	25	34	34	34	---
Compliance checks conducted	1,736	1,737	1,737	1,737	---
Environmental assessments completed	377	785	785	785	---
Paleontology permits issued	---	---	100	100	---
GEM Assessments (000's acres)	---	---	450	450	---

MINING LAW ADMINISTRATION

Objectives

- Process 160 mineral patent applications;
- Provide support to other resource programs by performing 120 validity examinations, and 1,000 mineral-in-character determinations and conducting mineral resource assessments;
- Process 500 plans of operation and 1,900 notices for development of strategic and other locatable minerals;
- Keep records of unpatented mining claim filings and assessment filings current by recording 160,000 mining claims and 990,000 annual filings;

- Provide mineral resource assessments for minerals resources that would be affected by land use planning; and

- Provide mineral land status determinations on 300,000 acres.

Base program

Base funding for the Mining Law Administration Program is $6,802,000 and 215 FTE-T.

Under this program, BLM determines the validity of mining claims; issues mineral patents; prepares mineral character reports for withdrawals, land exchanges, sales and other land disposal actions; and administers surface management regulations. Also included are geologic and mineral resource assessments for multiple use management.

BLM is working to reduce the backlog of mineral patent applications. BLM currently has a backlog of 412 cases. Of these, 62 are on Forest Service lands; and BLM is awaiting their processing. Another 50 are pending Hearing Office, IBLA or court decisions, and 71 are awaiting further action by the applicant. New mineral patent applications are received at a rate of approximately 75 per year. Processing mineral patent applications involves the following major actions:

- Adjudication to ensure that the application is complete and legally filed;

- Field mineral examination to ensure that evidence on the ground supports the application and provides information needed to either

  - issue a patent, or

  - initiate contest proceedings to determine the mining claim validity in a quasi-judicial administrative hearing.

Other actions BLM takes under Mining Law Administration are:

- Validity determination - A mineral examination is performed to evaluate a mining claim to determine if it meets the requirements of law. Validity determinations are done where the Bureau proposes some other use of the land on which the mining claim is located.

- Mineral-in-character determination - A mineral specialist reviews available literature and, if necessary, conducts a field examination to determine the presence of mineral resources on the land parcel in question. These are normally completed on land cases involving land exchanges, sales, Recreation and Public Purposes (R&PP) applications and other actions where the mineral resource value would be relevant in a land disposal action.

- Surface management on unpatented mining claims - BLM administers surface management regulations designed to prevent unnecessary disturbance to the public lands from operations conducted under the mining laws. For all mining operations, other than "casual use," regulations require that either a "plan of operations" or a "notice" must be filed depending upon whether the area of disturbance is over or

under five acres. In designated sensitive areas, including wilderness study areas, all surface disturbing operations, regardless of size, require a plan of operations to ensure reclamation and to prevent undue degradation from mining operations pursuant to Section 302(b) of FLPMA. Additionally, in wilderness study areas, impairment of the wilderness values must be prevented. BLM has 30 days to review a plan of operations and 15 days to review a notice. Field examinations, resource assessments and environmental analyses may be required prior to the approval of plans. Compliance checks are made on each plan or notice to monitor conformance of the operation to the plan, ensure compliance with environmental stipulations, and ensure the achievement of appropriate reclamation.

° Recordation - Since the enactment of FLPMA, the Bureau has recorded 1.65 million mining claims or sites. The Bureau has also processed 1.21 million annual filings since 1976. In FY 1982, BLM recorded 179,435 claims and sites and processed 667,748 annual filings.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Inc.(+) or Dec.(-)
Patent Applications Processed	138	170	140	-30
Mining Claims Recorded	175,000	160,000	160,000	---
Affidavits/Notices	668,000	800,000	990,000	+190,000
Land Status Determinations	60,000	100,000	100,000	---
Mineral Character Determinations	800	500	750	+250
Environmental Analyses	371	250	300	+50
Notices	1,690	1,800	1,900	+100
Plans of Operation	556	490	500	+10
Compliance Checks	1,654	1,100	1,600	+500
Validity Examinations	103	80	100	+20
GEM Assessments (000's acres)	200	200	350	+150

Increase for FY 1984 (dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	6,802	8,802	+2,000
(FTE-T)	(215)	(255)	(+40)

Of the total FY 1984 increase, $1,500,000 and 30 FTE-T will be used to perform mineral examinations for FLPMA disposal actions. Mineral examination will consist of land status determination (to identify existing mining claims) and mineral assessment to ensure there are no major mineral use conflicts and to enable a prospective buyer to judge the risk that mineral development might occur later. Subsurface mineral rights will be retained in Federal ownership, except those qualifying under Section 209 of FLPMA. In a few instances, mineral character examinations and validity examinations may be necessary.

The remaining $500,000 of the increase and 10 FTE-T will be devoted to increasing patent application processing, mineral character examinations, surface management, compliance inspections, and mineral resource assessments.

This increase will substantially reduce the mineral patent backlog and assist in the reduction of the land status determination backlog in the mining claim recordation program. Additional mineral character determinations will be performed, and the compliance checks under the Surface Management program will be increased. With the increases, the Mining Law Administration workload, including mineral patent applications, should be on a current processing basis by the end of FY 1984.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Patent Applications Processed	140	160	+20
Mining Claims Recorded	160,000	160,000	---
Affidavits/Notices	990,000	990,000	---
Land Status Determinations	100,000	300,000	+200,000
Mineral Character Determinations	750	1,000	+250
Environmental Analyses	300	450	+150
Notices	1,900	1,900	---
Plans of Operation	500	500	---
Compliance Checks	1,600	2,000	+400
Validity Examinations	100	120	+20
GEM Assessments (000's acres)	350	850	+500

Distribution of change by object class

The object class detail for the proposed increase of $2,000,000 and 40 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Mining Engineer	11	8	$237,763
Geologist	11	3	89,161
Land Law Examiner	9	17	417,570
Legal Assistant	7	10	208,382
Natural Resource/Surface Compliance Specialist	9/11	15	407,124
Subtotal		53	$1,360,000
Less lapse (at 25%)	25%	-13	-340,000
Full-time Equivalent - Total		40	$1,020,000
Personnel benefits			122,500
Travel and transportation of persons			96,000
Transportation of things			50,000
Other services			591,500
Supplies and materials			80,000
Equipment			40,000
Total			$2,000,000

MINERAL LEASING

Objectives

- Process 406 prospecting permits and 148 lease applications including preparation of geologic reports and mineral economic evaluations for phosphate, potassium, sodium, and other minerals to respond to the demand by agriculture and industry;

- Perform 1,472 inspection/compliance checks to verify conformance with lease stipulations designed to protect surface resources;

- Perform nonenergy minerals classification, prepare classification maps, and provide mineral resource assessment data to support land-use planning and provide approximately 1,000 mineral reports for land disposal and leasing related actions;

- Perform post-authorization, management and supervisory activities on exploratory and extraction operations undertaken by lessees and permittees; and

- Conduct production verification checks on Federal and Indian lands.

Base program

Base funding for the Mineral Leasing Program is $3,738,000 and 98 FTE-T.

Under this program, minerals such as sodium, phosphate, potassium, lead, zinc and other strategic minerals found on the Federal and Indian lands are managed by the Federal government. The Mineral Leasing Act of 1920 removed sodium, phosphate and potassium from location under the Mining Law of 1872 and provided a leasing system for their development. The Mineral Leasing Act for Acquired Lands of 1947 authorizes the lease of these minerals on acquired lands. The mineral leasing acts provide that (1) the Federal government will obtain rental and royalty fees, (2) known mineral resource areas will be offered competitively, and (3) holders of prospecting permits who have explored for and made a discovery of a "valuable deposit" have a right to a preference right lease. The Reorganization Plan No. 3 of 1946 authorized the leasing of minerals such as lead and zinc on certain acquired lands.

BLM has the minerals resource assessment, classification, leasing, and post-leasing management responsibility for public lands, national forest lands and those other Federally-acquired lands where the Federal government owns part or all of the mineral estate and the lands are open to leasing. Supervision of minerals operations on leased Indian lands, pursuant to various Indian leasing laws, are also the responsibility of this program.

BLM must also respond to statutory requirements by (1) inventorying and classifying land for retention of mineral rights by the government in land disposal actions and evaluating lands for competitive lease; (2) providing surface management agencies with data concerning nonenergy leasable minerals for land use planning; (3) reviewing, approving, and inspecting industry operations related to exploration, development and production; and (4) conducting production checks.

Post-lease management consists of actions taken and decisions made for the regulation of exploratory and extraction operations undertaken by industry for nonenergy minerals after leases or permits are issued. Regulatory functions are performed in accordance with the Department's objectives of orderly and timely development, protection of the environment, and receipt of a fair return for all leased minerals produced.

Public lands are an important source of several nonenergy minerals as shown in the following table:

Mineral	Percent of National Production from Public Lands	Market
Sodium (Soda ash)	37%	Domestic and export markets
Phosphate	10%	Domestic and export markets
Potassium (Potash)	84%	Domestic - 66% of national demand is imported
Lead	58%	
Zinc	24%	

- Sodium is used in the manufacture of glass and industrial scrubbers. Public lands are the principal source of natural soda ash.

- Phosphate is primarily used in the manufacture of fertilizers and animal feed supplements.

- Potassium (potash) is used by over 5,000 plants in the production of fertilizers.

- Lead is one of the most useful industrial metals. Its major uses are in automobile batteries, building and construction, and military and sporting small arms ammunition.

- Zinc is used in castings and rolled zinc, as a major alloying ingredient in brass, as a protective coating for steel, and as a chemical compound in rubber and paints.

The FY 1984 workload planned for the Nonenergy Mineral Leasing Program, shown below, will be accomplished at the base funding level. The base funding level and workload reflects a shift in emphasis, with increased effort being devoted to geologic and mineral resources assessment for multiple use management. Some 960 mineral reports are expected to be accomplished with nearly 60 reports directly related to withdrawals. These reports require field investigations. The increased emphasis on nonenergy resources evaluation will allow BLM to intensify efforts to investigate and classify Federal lands in order to identify the leasable mineral potential, facilitate increased leasing, support withdrawal reviews, and prevent improvident disposal of valuable mineral resources administered by the Department of the Interior.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Inc.(+) or Dec.(-)
Lease applications processed	144	144	144	---
Prospecting permits processed	211	211	211	---
Environmental assessments	326	346	346	---
Inspections/compliance checks	1,322	1,472	1,472	---
Exploration/mining plans processed	210	225	225	---
Mineral reports	800	800	960	+160

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	3,738	3,838	+100
FTE-T	(98)	(98)	(---)

The Nonenergy Mineral Leasing program will place additional emphasis on minerals assessment and classification and on processing applications and permits in FY 1984. The increase of $100,000 will be applied to processing prospecting permits and lease applications and associated environmental analyses. Processing of additional prospecting permits would allow permittees a greater opportunity to prospect for minerals on Federal lands which are not now known to be valuable for the minerals under consideration. If the permittees discover a "valuable deposit" they would be entitled to a preference right lease for that mineral. The information obtained by the permittees under the terms of the permits is provided to BLM whether or not a valuable deposit is discovered. With the increased level of effort on processing lease and permit applications indicated in the table below, the Bureau will be able to process applications on a current basis by the end of FY 1984.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Lease applications processed	144	148	+4
Prospecting permits processed	211	406	+195
Environmental assessments	346	400	+54
Inspections/compliance checks	1,472	1,472	---
Exploration/mining plans processed	225	225	---
Mineral reports	960	1,000	+40

Distribution of change by object class

The object class detail for the increase of $100,000 is as follows:

Travel and transportation of persons	$20,000
Transportation of things	15,000
Other services	60,000
Supplies and materials	4,000
Equipment	1,000
Total	$100,000

URANIUM OPERATIONS

Objective

- Perform management and supervisory activities for uranium operations on Federal and Indian lands including review of 35 mining and exploration plans, 850 inspections and 24 environmental assessments for operations on Indian lands.

Base program

Base funding for the Uranium Operations Program is $722,000 and 14 FTE-T.

Uranium is principally used in commercial applications in the generation of electric power; in the manufacturing of airplane counterweights; in uranium oxides by the chemical industry; in defense related applications; and increasingly in radioisotope applications in areas ranging from medicine to space. Public lands provide five percent of the Nation's production. In most cases, uranium on Federal lands is a locatable mineral subject to the General Mining Law of 1872, rather than a leasable mineral. However, uranium is leasable on Federal acquired lands and on Indian lands. BLM's program activity involves lease and permit application processing and supervision and inspection of these leasable uranium operations.

The development of uranium resources on Indian lands, especially in the Southwest and Northwest, has increased public and tribal awareness of (1) the effects of development on local and regional water supplies; (2) the nature of reclamation and revegetation practices; (3) spoil and mining waste management; (4) resource recovery practices; and (5) overall environmental problems. The lease supervision program was expanded in FY 1982 to address these concerns, evaluate their effect, and apply controls to mitigate any adverse impacts. Work efforts associated with the review and approval of mining and exploration plans, environmental analyses for NEPA compliance and operational inspections are expected to continue at FY 1983 levels. All workload measures are associated with Indian lands.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Inc.(+) or Dec.(-)
Approve Mining and Exploration Plans	32	35	35	---
Prepare EA's	20	24	24	---
Inspections	800	850	850	---
Other Lease Management (Lease modifications, meeting with environmental and Tribal Council Groups concerning reclamation issues)	75	95	95	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	722	622	-100
FTE-T	(14)	(10)	(-4)

The proposed decrease will be achieved through the administrative consolidation of this function with BLM's Mineral Leasing Program. This action will result in decreased administrative and management costs while maintaining an estimated level of workload output equal to the FY 1984 base level.

Distribution of change by object class

The object class detail for the proposed decrease of $100,000 is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Program Analyst	11/12	1	$29,922
Mineral Management Specialist	11	2	54,441
Clerk-Typist	3	2	35,637
Subtotal		5	$120,000
Less lapse (25%)	25%	+1	+30,000
Full-time Equivalent - Total		4	$90,000
Personnel benefits			10,000
Total			$100,000

Activity: Lands and Realty Management
Subactivity: Realty Operations

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Energy Realty	$	7,316	7,478	4,178	-3,138	-3,300
	(FTE-T)	(217)	(217)	(118)	(-99)	(-99)
Nonenergy Realty-Lower 48	$	12,714	13,280	21,030	+8,316	+7,750
	(FTE-T)	(478)	(476)	(566)	(+88)	(+90)
Alaska Lands Program	$	11,860	12,183	12,183	+323	---
	(FTE-T)	(290)	(292)	(292)	(+2)	(---)
Total Requirements	$	31,890	32,941	37,391	+5,501	+4,450
	(FTE-T)	(985)	(985)	(976)	(-9)	(-9)

Authorization

P.L. 94-579 — The Federal Land Policy and Management Act of 1976 (FLMPA), authorizes the Secretary:

43 U.S.C. 1713,1714 - to sell a tract of public land if the sale of such tract meets certain disposal criteria;

43 U.S.C. 1716 - to exchange public lands if the public interest will be well-served by making that exchange;

43 U.S.C. 1721 - to convey omitted public lands if the public interest will be well-served by making that exchange;

43 U.S.C. 1732 - to manage the use, occupancy, and development of the public lands through leases and permits;

43 U.S.C. 1761-1771 - to determine suitability of public lands for right-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way; and

43 U.S.C. 1711 - to prepare and maintain inventories of all public lands.

30 U.S.C. 185
P.L. 66-146 — Section 28 of the Mineral Leasing Act of 1920, as amended, authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

43 U.S.C. 315 P.L. 73-482	Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1616	Section 17(d) of the Alaska Native Claims Settlement Act authorizes the Secretary to withdraw, 2/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification.
43 U.S.C. 869	The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.
43 U.S.C. 687b	The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
16 U.S.C. 1277	Section 6(d) of the Wild and Scenic Rivers Act authorizes the Secretary to exchange or dispose of suitable Federally-owned properties for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.
43 U.S.C. 641	Section 4 of the Carey Act of August 18, 1894 authorizes the Secretary, with the approval of the President, to patent to states, desert lands which are reclaimed, cultivated, and settled.
43 U.S.C. 321-323	The Desert Land Entry Act of 1877 provides for the reclamation by irrigation, of arid and semiarid public lands of the Western states through individual effort and private capital.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

2/ Under various Public Land Orders, public lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the public land laws, with some exceptions, including state selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended [30 U.S.C. Sections 181-287].

43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires the preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.
16 U.S.C. 4601 P.L. 91-476	The King Range Act of 1970 authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
43 U.S.C. 1181 P.L. 75-405	The Conservation of Timber on Certain Lands in Oregon Act of 1937 provides for classification of O&C lands more suitable for purposes other than forestry.
23 U.S.C. 932	The Federal Aid Highway Act of 1966 provides for the granting of rights-of-way on public lands for highways.
16 U.S.C. 3101 et seq P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation, management, and conservation of certain public lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes.
P.L. 96-586	Public Law 96-586 (Burton-Santini Act) authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; proceeds of which are to be used to acquire environmentally-sensitive lands in the Lake Tahoe Basin of California and Nevada.

ENERGY REALTY

Objectives

- Accelerate domestic production of energy and mineral resources by ensuring prompt processing of rights-of-way (R/W) applications which facilitate energy exploration and development. (Costs incurred in processing R/W's are funded in the Service Charges, Deposits, and Forfeitures appropriation on a cost-reimbursable basis); and
- Reduce the backlog of pending cases until elimination in FY 1987.

Base program

Base funding for the Energy Realty program is $7,478,000 and 217 FTE-T.

Energy-related realty casework includes all actions necessary to process public demand applications for rights-of-way and associated land use authorizations for oil and gas pipelines, power transmission lines, energy development and distribution facilities, and other energy-related cases. Energy-related workload depends entirely upon applications filed for rights-of-way and associated land use authorizations and varies according to the number and kinds of applications filed. Estimates for future years are based upon past experience and estimates of future requirements.

In FY 1983 costs for processing and monitoring major R/W's (costing more than $5,000 to process) are being recovered from the applicant or grant holder. Applicants for smaller R/W's pay a nominal non-returnable fee based upon a rate per mile.

Nonreimbursable work funded in this program element includes items such as review of other agency EIS's on energy rights-of-way, processing applications from state and local governments and other public bodies, program management costs not chargeable to applicants, partial funding of BLM's formal lands and realty training program, and all pre-application work.

The amount of time for pre-application work varies from a few hours for small R/W's to many months for major R/W's and may include formal and informal meetings with prospective applicants, correspondence, site inspection (determined by the extent of the rights-of-way); internal clearance and coordination with planning and other specialties; and, in general, making sure in advance that the application meets the requirements of both parties in order to expedite processing when the application is received.

At the FY 1984 base funding level an estimated 4,200 energy related realty cases would be processed. Processing these cases includes prelimnary investigations which consider alternate site analysis, preparation of environmental assessments, appraisals, development of special permit stipulations, issuance of rights-of-way grants, and monitoring of construction to ensure compliance with permit stipulations.

The following pre- and post-application actions would be accomplished at the FY 1984 base funding level:

Applications	FY 1982 Actual	FY 1983 Estimate	FY 1984 Base
Powerlines (transmission and distribution lines)	494	460	460
Oil pipelines	359	430	430
Gas pipelines	1,349	1,628	1,628
Roads	790	1,600	1,600
Ancillary and other	298	82	82
Subtotal	3,290	4,200	4,200
Pre-application work (cases)	3,340	4,300	4,300
Compliance	4,448	4,530	4,530
Other (including corridor plans and unauthorized use cases)	197	33	33

Decrease for 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	7,478	4,178	-3,300
(FTE-T)	(217)	(118)	(-99)

Beginning in FY 1984, right-of-way cases costing less than $5,000 for BLM to process will be funded through the Service Charges, Deposits, and Forfeitures appropriation. The non-returnable rate schedule in 43 CFR 2803.1-1 is being revised to recover substantially all of the "hands-on" case processing costs. Approximately 4,200 right-of-way projects averaging $800 each to process will be funded by reimbursement from the applicant. Regulations are being developed to fully implement this procedure. This move is consistent with the overall Administration goal of encouraging beneficiaries to pay the cost of the services provided them.

The number of actions which will be processed at the proposed funding level in FY 1984 is as follows:

Workload Measures	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Process rights-of-way cases	4,200	---	-4,200
Pre-application work (cases)	4,300	4,300	---
Compliance checks	4,530	4,530	---
Other (including corridor plans and unauthorized use cases)	33	33	---

Distribution of change by object class

The object class detail for the proposed decrease of $3,300,000 and 99 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Land Law Examiner	7/11	18	$352,000
Soil Scientist	9/12	19	$450,000
Civil Engineer	9/12	6	$145,000
Botanist	9/12	6	$145,000
Realty Specialist	9/12	23	$543,000
Archaeologist	7/11	6	$120,000
Hydrologist	7/11	5	$125,000
Minerals Specialist	9/12	6	$145,000
Geologist	9/12	6	$145,000
Natural Resource Specialist	9/12	16	$392,000
Environmental Specialist	9/12	6	$145,000
Clerk Typist	4/5	15	$190,000
Subtotal		132	$2,897,000
Less lapse	25%	+33	+ 719,000
Full-time Equivalent-Total		99	$2,178,000
Personnel benefits			261,000
Travel and transportation of persons			100,000
Printing and reproduction			25,000
Other services			661,000
Supplies and materials			50,000
Equipment			25,000
Total			$3,300,000

NONENERGY REALTY - LOWER 48

Objectives

- Place decisionmaking on nonenergy realty case actions closer to the local level;
- Process land use authorizations;
- Dispose of unneeded public land at fair market value, in order to improve land ownership patterns, improve cost effectiveness of managing Federal lands, and increase revenue to the Federal treasury.
- Process land disposal cases making public lands available to other governmental agencies or the private sector, where consistent with land use plans or specific legislation;
- Complete land tenure adjustments needed to improve manageability of public land resource values, including boundary adjustments with the Forest Service;
- Reduce casework backlogs;
- Act on cases of unauthorized use; and
- Maintain and improve 700,000 land records and respond to 750,000 public inquiries in FY 1984.

Base program

Base funding for the Nonenergy Realty - Lower 48 Program is $13,280,000 and 476 FTE-T.

This program provides service to the public by issuing land use authorizations, land tenure adjustments and land disposal actions for nonenergy-realty actions. 1/ Also included in this program are the preservation and improvement of the system for maintaining official public land records and the task of responding to public inquiries about public land status.

1/ Land use authorization includes the issuance of grants, leases, or permits for the use of public land for rights-of-way, recreation and public purposes, and other non-mineral uses while ownership of the land remains with the Federal government. Land tenure adjustment is the exchange of land with non-Federal property owners or the adjustment of boundaries with other Federal agencies. Land disposal is the patenting of land through sale or other conveyance authorities such as the Desert Land Entry Act and the Airport and Airways Act.

The following workload will be accomplished at the FY 1984 base funding level:

Workload Measure (# cases)	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Land use authorization				
Rights-of-way (#)	1,440	1,300	1,300	---
Recreation and Public Purpose(R&PP) Leases (#)	270	400	400	---
Other leases or permits (#)	390	300	300	---
Land tenure adjustments				
Exchanges: State (#)	24	35	35	---
Private (#)	100	160	160	---
BLM/FS boundary adj. (#)	---	10	10	---
Navajo-Hopi Settlement (acres)	---	50,000	50,000	---
Land disposals				
Public land offered for sale (acres)	20,000	29,400	29,400	---
State indemnity selections (acres)	107,000	120,000	50,000	-70,000
Burton-Santini Act offers (acres)	35	700	700	---
Desert land entries (#)	1,750	700	700	---
NM Rio Grande occupancy resolution (#)	100	80	80	---
Other (R&PP patent, Carey Act, Indian allotments, Color-of-Title, omitted lands) (#)	485	810	810	---
Other				
Compliance checks (#)	2,200	1,300	1,300	---
Unauthorized use (#)	300	260	260	---
Activity plans (#)	3	50	50	---
Records maintained (#)	700,000	700,000	700,000	---
Public inquiries (#)	750,000	750,000	750,000	---

In FY 1983, all nonenergy right-of-way cases are funded in this program element. They include applications for telephone transmission lines, canals, ditches, roads, and electrical hookups to private homes and properties. Costs of processing these cases range from $50 to $5,000 per case but average under $1,000.

Recreation and Public Purposes (R&PP) Act leases and patents generally fall under the "Good Neighbor" program which embodies the principles of public service and responsiveness to which the Secretary and the Administration are committed. Many communities of the West are surrounded by public lands and are directly or indirectly dependent upon multiple use of those lands for economic benefits, recreational use, and other purposes. Land use authorizations processed by BLM assist local governments in meeting basic community service needs. Examples include authorizations for solid waste disposal sites, recreation sites, communication sites, and rights-of-way for roads and water pipelines.

Other aspects of the program primarily affect individuals and private entities. These include applications from individuals, corporations, utility companies, and associations for use of public land to construct and utilize canals, ditches, small farm irrigation and stock reservoirs, water pipelines and roads. In some cases these requests are made to legalize an existing, but unauthorized, use.

State and private exchanges vary greatly in terms of acreage and complexity. An estimated 195 exchanges will be consummated in FY 1983 and FY 1984 to the benefit of both the Federal government and the exchange proponent.

The BLM/Forest Service boundary adjustment program, though in its infancy (beginning in FY 1982), will continue at the same level in FY 1984 as in FY 1983. The program provides for at least one transaction in each of the 10 Western states.

Approximately 250,000 acres of public lands are involved in the Navajo-Hopi land settlement in New Mexico and Arizona. This complex settlement was enacted into law in 1980. At the current schedule 50,000 acres per year will be transferred until the whole transaction is completed. This schedule, however, is entirely determined by the Navajo Tribe in their selection process. On December 27, 1982 the Navajo Tribe made application to acquire 30,000 acres of public land within the project area and an additional 170,000 acres of land owned by the Arizona - New Mexico Land Company. The privately-owned land would be acquired through exchange for BLM lands located elsewhere in Arizona and New Mexico. There is much local interest in this proposal.

About 120,000 acres of public land will be conveyed to Western states under the State Indemnity Program in FY 1983. The Secretary of the Interior has assured the states that indemnity (in-lieu) land selections will be processed promptly in close cooperation with state governments. In a Memorandum of Understanding with the Western States Land Commissioners Association dated January 1, 1981, BLM agreed that more than one-half million acres should be transferred to the states in fulfillment of the states' indemnity rights. It is anticipated that the states will apply for approximately 50,000 acres in FY 1984, leaving 220,000 acres for later transfer.

About 29,400 acres of public land will be offered for sale under the authority of Section 203 of FLPMA. These sales allow for disposal of public land that might be managed more efficiently in state or private ownership. The acreage offered for sale is similar to that offered in FY 1983 but represents a small increase over FY 1982. Contracts are used to accomplish some of this work including land appraisal and cultural resource review. Lands offered for sale are identified as suitable for disposal in land use plans. The experience gained from these sales will guide future sales activities and ensure the success of this continuing effort.

Work will continue on sales in Nevada under the Burton-Santini Act in FY 1984. The legislation provides for offering 700 acres annually. Since enactment of the legislation a total of 125 acres valued at $2.8 million has been sold.

Applications for Desert Land Entries are received primarily in Nevada and Idaho where approximately 3,300 applications for a total of over one million acres are on file. Approximately 700 cases involving an estimated 100,000 acres will be processed in FY 1983 and in FY 1984 at the base level. The rate of new applications has begun to decline, with only 225 new filings in FY 1982. Consequently, case backlog will also begin to decline.

Work at resolution of the long-standing dispute in the "New Mexico Rio Grande Occupancy Resolution Area" over title and unauthorized use will continue in FY 1984 at the same level as in FY 1983.

Other work essential to completing the responsibilities of the nonenergy realty program includes conducting compliance checks, processing unauthorized use (trespass) cases, preparing activity plans, maintaining and updating a whole complex of public land records, and responding to public inquiries regarding land status, availability and application procedures.

The extent of land records use and maintenance workload is discussed under the increase request for the "Automated Lands and Minerals Records System."

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	13,280	21,030	+7,750
(FTE-T)	(476)	(566)	(+90)

The following workload will be accomplished in the Lower-48 States at the proposed funding level as compared to the base.

Workload Measures (# cases)	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Land use authorization			
Rights-of-way (#)	1,300	200	-1,100 1/
Recreation and Public Purpose(R&PP) Leases (#)	400	300	-100
Other leases/permits (#)	300	200	-100
Land tenure adjustments			
Exchanges: State (#)	35	35	---
Private (#)	160	110	-50
BLM/FS boundary adjustments (#)	10	10	---
Navajo-Hopi Settlement (acres)	50,000	50,000	---

1/ To be accomplished in Service Charges, Deposits, and Forfeitures under increased cost recovery.

Workload Measure (continued)	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Land disposals			
Public land offered for sale (acres)	29,400	250,000	+220,600
State indemnity selections (acres)	50,000	50,000	---
Burton-Santini sales (acres)	700	700	---
Desert land entries (#)	700	700	---
NM Rio Grande occupancy resolution (#)	80	80	---
Other (R&PP patent, Carey Act, Indian allotments Color-of-Title, omitted lands) (#)	810	810	---
Other			
Compliance checks (#)	1,300	470	-830
Unauthorized use (#)	260	260	---
Activity plans (#)	50	11	-39
Records maintained (#)	700,000	700,000	---
Public inquiries (#)	750,000	750,000	---

Nonenergy Rights-of-Way Processing

In FY 1984, $1,100,000 and 31 FTE are being reduced from this program for work that will be done on a reimbursable basis in the Service Charges, Deposits, and Forfeitures appropriation. It is estimated that 1,100 nonenergy right-of-way cases will be processed on a cost reimbursable basis. Work which will continue to be funded in this program element includes pre-application processing, processing local or state government applications, and BLM input into other agency environmental statements.

Public Land Sales

Public land sales will be increased in FY 1984 to achieve the following objectives:

- Enhance opportunities for development and use of land which is not needed in Federal ownership;
- Reduce government costs by eliminating management responsibilities for lands which are not needed in Federal ownership and are not cost efficient to try to manage;
- Provide appropriate tracts of land for community expansion, commercial, residential, industrial or agricultural development; and
- Increase revenue to the Federal treasury.

The primary authority for the land sale program is contained in the Federal Land Policy and Management Act (FLPMA) of 1976. Section 203(a) provides that public lands may be sold, where, as a result of the land use planning required under Section 202, the Secretary determines that the disposal meets the following criteria:

- Due to location or other characteristics, the lands are difficult and uneconomical to manage as part of the public lands; or

- The lands were acquired for a specific purpose and are no longer required for that or any other Federal purposes; or

- Disposal of the lands will serve important public objectives such as economic development.

Such lands may be proximate to cities, towns or development areas, or may be scattered in non-urban areas making effective and efficient management impractical. They may also be designated for agricultural, commercial or industrial development as the most appropriate use. It is estimated that 250,000 acres of public land will be offered for sale in FY 1984, all of which will have been determined to be suitable for disposal through the Bureau's Land Use Planning procedures. This represents less than one sixth of one percent of the 175 million acres administered by BLM in the Lower 48 States.

A total of $18 million is identified in this budget for direct and indirect support of the FLPMA land sales and land pattern adjustment efforts in FY 1984. In addition to the $6.5 million identified in this program, amounts are planned in other supporting subactivities as follows: Mining law administration ($1.5 million), cultural resources management ($2.5 million), planning ($4.0 million) and general administration ($2.5 million of indirect support and an increase of $1.0 million and 26 FTE in the administrative services and support program element for contract administration).

Of the total nonenergy realty increase, $5,286,000 and 86 FTE will be used for accelerated land sales and readjustment work. An additional $1,214,000 will be redirected from within the base funds from existing land sales work and by reduction of other land use adjustment work. This will provide a total of $6,500,000 of realty operations funding for FLPMA land sales. A substantial amount of this work will be contracted to the private sector. One element especially conducive to contracting is the work associated with preparation of appraisals. However, BLM will still review appraisals with in-house personnel.

Field examination is necessary before disposal of such lands in order to determine if any improvements exist and to ensure that there is no unauthorized use. Appraisal to determine fair market value is also accomplished within this program area. Costs for sale notice preparation, publication and advertisement, holding of sales, adjudicating bids, and preparing and issuing conveyance documents and notation of records are funded in this program element.

Land use planning requirements and costs of ensuring involvement by the public and state and local governments in the decision-making process will be funded in the Multiple Use Planning Program.

Receipts from land sales depend upon the amount of land actually sold and the value of the land. BLM expects to offer about 250,000 acres at an average value of $1,200 per acre. Thus, total value of land offered would be approximately $300 million. The total amount of receipts that would actually accrue to the Federal government in FY 1984 is difficult to predict with any degree of certainty and will depend on timing of sales and requirements for payment.

Automated Lands and Minerals Records System

The Bureau has custody of millions of public land title conveyance documents and records on the status of Federal ownership, use authorizations, and encumbrances for both the surface estate and mineral interests. There are almost 45,900 townships with Federal ownership interest in the states other than Alaska. These records, which are presently maintained and updated manually, include Master Title Plats (MTPs), supplementary use plats, serial register pages, historical indices and control document indices. These records are heavily used by the public as represented by the large number of accesses to these records annually. Changes in authorizations require a mimimum of 20,000 entries per year. In total, about 700,000 manual records are updated or maintained each year to reflect changes in ownership, lease applications and issuances, and use authorizations. A basic underpinning to the whole land status records system is the rectangular cadastral survey grid of townships and ranges with their subdivisions into sections and aliquot parts and lots.

Because of the value and heavy use of these records, it has become increasingly difficult, and in some cases impossible, to display and keep current all of the necessary data on hard copy, manually updated and manually accessed records. Thus the records have deteriorated in quality, accuracy, and timeliness making them even more difficult to use. The unavailability of records and lack of current data has led to additional work for the Bureau in adjudicating duplicate (top filed) applications and correcting errors. This has caused an unnecessary burden on the public through waste of time in applying for unavailable lands and has resulted in loss of money by tying up funds while cases were adjudicated. The Bureau's records are also important to other land and minerals management agencies such as the Forest Service, the Minerals Management Service, and the Geological Survey. Consequently, BLM is embarking upon a program to automate land and mineral ownership status data, the survey grid, and case data. The result will be more accurate and timely records and easier manipulation of records data for management purposes and public use.

This system will be implemented in three phases. Phase I (beginning in FY 1983) will capture information on all current pending caseload. Phase II will capture existing data on status, survey, and geographic indices for automation. Phase III will provide graphic display capability.

Of the proposed increase in nonenergy realty, $3,564,000 and 35 FTE will be primarily for input of records data into the ADP System as part of Phase II. Most of this work is expected to be contracted. The priority emphasis will be on oil and gas leasing applications and on preparation for land sales and other disposals. Outputs of this phase of the system include reporting capability for statistics, adjudication documentation, conveyance or authorization documents, and various summary tables and will eventually lead to complete installation of Phase III -- maps, plats, bills/receipts, accounting advices, and aging analysis.

The initial stage will begin in FY 1983 with efforts on case management, oil and gas status automation, ADP program development and initial equipment purchases. The second stage (FY 1984) will involve data conversion of land status on 17,181 townships at a cost of $3,564,000 funded in this program. In addition, associated ADP hardware acquisition and software development costs of $3,006,000 will be funded in Data Management in FY 1984. This will provide a total program level of $6,570,000 for the Automated Lands and Minerals Records System improvement in FY 1984.

Distribution of change by object class

The object class detail for the proposed increase of $7,750,000 and 90 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Reviewing Appraiser	11/12	+17	$472,000
Realty Specialist	9/11/12	+30	735,000
Natural Resource Specialist	9/11/12	+6	147,000
Land Law Examiner	7/9/11	+20	405,000
Records Specialist	9/11	+8	178,000
Miscellaneous Document Examiner	7/9	+14	257,000
Document Abstractor	6/7/8	+10	166,000
Legal Clerk	5/6/7	+5	75,000
Clerk Typist	4/5	+10	131,000
Subtotal		120	2,566,000
Less lapse (at 25%)	25%	-30	-642,000
Full-time Equivalent-Total		90	1,924,000
Personnel benefits			232,000
Travel and transportation of persons			120,000
Transportation of things			32,000
Printing and reproduction			250,000
Other services			4,742,000
Supplies and materials			300,000
Equipment			150,000
Total			$7,750,000

ALASKA LANDS PROGRAM

Objectives

- Issue interim conveyances or patents on 4 million acres to Native corporations under the Alaska Native Claims Settlement Act;
- Convey 13 million acres to the State of Alaska; and
- Process 2,500 Native allotments in Alaska.

FY 1984 Program

Proposed funding for the Alaska Lands Program is $12,183,000 and 292 FTE-T at both the Base and the Estimate levels.

The current program in Alaska encompasses a number of different actions. The highest priority is state and native conveyances. In FY 1984, interim conveyances or patents will be issued on 4 million acres of native corporation selections. Also, 13 million acres will be patented or tentatively approved for patent to the State of Alaska. Ultimately, the native corporations will receive patent to 44 million acres, and the state will receive patent to 104.5 million acres.

The annual acreage estimates for Decisions to Issue Conveyance to Alaska Natives and Tentative Approvals for Patent to the State are smaller each year because conveyances have been completed for most of the larger blocks selected in preceding years. Since most of the selections remaining after FY 1982 will be relatively complex, adjudication of these selections will become increasingly difficult, time consuming, and costly. The speed at which the entitlements can be conveyed is directly dependent upon the final resolution of appeals and navigability determinations, adjudication of native allotments, mining claims, other private inholdings, and valid existing rights; processing of Federal withdrawals; and completion of cadastral surveys of all boundaries.

As a result of concentrating the effort in Alaska on the ANCSA and state conveyances, a backlog of over 7,500 other cases (native allotments, homesteads, homesites, trade and manufacturing sites, headquarters sites) has accumulated. These cases have been increasing at an annual rate of 1 to 2 percent, a rate which will escalate considerably through FY 1985 as lands are opened to settlement. About 2,500 of the most sensitive native allotments will be processed in both FY 1983 and FY 1984, and 140 land use authorizations will be issued in FY 1984.

It must be noted that this programmed accomplishment is conditioned by: 1) the absence of undue constraints imposed by litigation or appeals, 2) the State's priority lists for conveyance describing sufficient lands available for conveyances to enable BLM to meet its yearly commitment, 3) a sustained capacity for expeditiously processing native allotments and other conflicting claims of record, including those resulting from lands which are opened to appropriation due to Secretarial Order in FY 1982 through FY 1985 and which will impact future state selections, 4) sufficient capability to conduct cadastral surveys of inholdings (native allotments and other claims) and to survey interim conveyed lands and tentatively approved lands so that patents may be issued to the natives and the State, and 5) the ability of the mining claim recordation program to resolve the conflicts between the state and native selections and approximately 20,000 mining claims.

The following table shows planned accomplishments in Alaska in FY 1984 as compared to FY 1983:

Workload Measure	FY 1983 Estimate	FY 1984 Base and Estimate	Increase (+) or Decrease (-)
Alaska			
Land Use Authorizations (cases)	245	140	-105
Land Tenure Adjustments (cases) (other than conveyances)	120	3	-117
Native Conveyances (million acres)	4.5	4.0	-.5
State Conveyances (million acres)	13.0	13.0	---
Compliance Checks (#)	280	50	-230
Unauthorized Use (cases)	10	10	---
Native Allotments (cases)	2,500	2,500	---

The Alaska Conveyance schedule follows:

	(acres in millions)						
	FY 1981	FY 1982	FY 1983	FY 1984	FY 1985	FY 1986	Future
NATIVES-							
DECISIONS TO ISSUE CONVEYANCE							
ANNUALLY	--	7.0	4.5	2.0	1.0	1.0	5.6
CUMULATIVE TOTAL	22.9	29.9	34.4	36.4	37.4	38.4	44.0
INTERIM CONVEYANCES AND PATENTS							
ANNUALLY	--	4.6	4.5	4.0	3.2	2.0	7.1
CUMULATIVE TOTAL	18.6	23.2	27.7	31.7	34.9	36.9	44.0
STATE							
TENTATIVE APPROVAL FOR PATENT							
ANNUALLY	--	13.2	11.0	10.0	9.0	8.0	21.1
CUMULATIVE TOTAL	32.2	45.4	56.4	66.4	75.4	83.4	104.5
PATENT							
ANNUALLY	--	.5	2.0	3.0	4.0	5.0	69.2
CUMULATIVE TOTAL	20.8	21.3	23.3	26.3	30.3	35.3	104.5

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Withdrawal Processing and Review

(dollar amounts in thousands)

	Approp. Enacted to Date	1983 FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements					
$	3,748	4,434	3,529	-219	-905
(FTE-T)	(126)	(148)	(116)	(-10)	(-32)

Authorization

43 U.S.C. 1711, 1714
P.L. 94-579

The Federal Land Policy and Management Act of 1976 (FLPMA), authorizes the Secretary:

- to review, over fifteen years, certain withdrawals existing as of October 21, 1976, to determine whether, and for how long, the existing withdrawal should be continued; and

- to prepare and maintain inventories of all public lands.

43 U.S.C. 869

The Recreation and Public Purposes Act of 1926, as amended, authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency.

43 U.S.C. 687b

The Act of August 30, 1949, as amended, authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

43 U.S.C. 315
P.L. 73-482

Section 7 of the Taylor Grazing Act authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964 1/ and to open lands, as appropriate, to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.

1/ Executive Order 6910 (November 26, 1934) and Executive Order 6964 (February 5, 1935) withdrew all public lands, with certain exceptions (including Alaska), from settlement, location, sale or entry under the nonmineral public land laws.

43 U.S.C 31(a)	Geological Survey Organization Act, authorized classification of public lands.
15 U.S.C. 79	Section 24 of the Federal Water Power Act as amended, allows other uses or Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Objectives

- Process new withdrawal applications on a pipeline basis,
- Continue revocation processing on a current basis,
- Continue review of other agencies' withdrawals based on mutually approved schedules,
- Complete review of all BLM classification orders by FY 1987, and
- Identify and evaluate Federal land that is valuable for waterpower or water storage.

Base program

Base funding for the Withdrawal Processing and Review program is $4,434,000 and 148 FTE-T.

The Federal Land Policy and Management Act (FLPMA), Section 204(1) requires a comprehensive 15-year review of certain withdrawals of Federal lands in the 11 Western states, exclusive of Alaska. There are extensive withdrawals in Alaska, which are being reviewed under the Alaska Native Claims Settlement Act for possible conveyance to Alaska Natives.

A "withdrawal" segregates land from multiple use and dedicates it to a single or dominant use. Land classification orders have a similar impact. FLPMA was in part a response to concern that withdrawals were being processed independently with no consideration of the cumulative or long-term impacts, especially on mineral and energy development. An initial inventory (late 1979) under provisions of Section 204(1) of FLPMA identified 6,332 withdrawals covering 54.9 million acres. Classification orders segregate another 110 million acres partially or wholly from entry under the public land laws, including in some cases mining and mineral leasing.

FLPMA also requires that all applications for withdrawals and revocation actions pending at the time of passage be processed by 1991. All withdrawal applications filed after passage must be processed within two years to limit the segregative (or de facto withdrawal) effect of such applications.

In order not to unduly appropriate use of lands currently withdrawn, it is essential that withdrawal and classification reviews be conducted systematically and expeditiously to remove unnecessary closures. This will make the maximum amount of public land available for multiple use.

A number of steps have been taken to make the withdrawal and classification review program more efficient. These include combining various reports into one document to reduce duplication; eliminating and/or reducing report requirements; and eliminating the need for environmental assessments on most withdrawal revocations, modifications,and classification cancellations.

These actions have reduced costs for withdrawal and classification reviews; costs for processing new withdrawal applications remain the same. FY 1982 was the peak workload year for withdrawal and classification reviews. During 1983 the few remaining BLM withdrawal reviews will be completed, and BLM will be processing only other agency withdrawals. The nine-year other agency review schedule depends on other agencies' funding programs and cooperation. BLM began negotiating schedules with other agencies in FY 1983 and will continue to do so during FY 1984.

The FY 1984 Base includes $605,000 and 22 FTE for waterpower classification transferred to BLM from the MMS as part of the merger of onshore minerals functions.

The purpose of the Waterpower Classification Program is to identify, evaluate, and classify Federal lands with significant water and power potential. Classifications are made to protect potential water and power resources from encumbrance and uses which would destroy site values and to provide land management agencies with information to ensure that potential water and power sites are included in land use plans developed by such agencies. The program was initially with USGS, transferred to MMS, and then merged with BLM under the provisions of Secretarial Order No. 3087 of December 3, 1982.

Workload accomplishments at the base level would be as follows:

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Withdrawal applications processed (cases)	25	30	30	---
Revocations processed (cases)	273	194	194	---
Withdrawals reviewed (cases)	1,003	496	496	---
Classifications reviewed (cases)	531	149	149	---
Waterpower classifications (cases)	19	23	26	+3
Waterpower reports (each)	600	630	610	-20

Decrease for FY 1984 (dollar amounts in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	4,434	3,529	-905
(FTE-T)	(148)	(116)	(-32)

FY 1984 will be the second year for reviewing other agency withdrawals. BLM expects a gradual increase in production. The number of withdrawals reviewed in the first few years will rise with FY 1985 anticipated to be the peak year. Fewer classifications will be processed as BLM nears completion of this workload. It is also estimated that fewer revocations will be processed.

The proposed decrease in the Waterpower Classification Program reflects the absorption of this program and its costs within other BLM programs including Withdrawal Review. The decrease would reduce the number of waterpower and storage sites identified and evaluated. The actual withdrawals can only be revoked with the consent of the Federal Energy Regulatory Commission (FERC).

Workload accomplishments at the FY 1984 estimate level of funding as compared to the base will be:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Withdrawal applications processed (cases)	30	30	---
Revocations processed (cases)	194	151	-43
Withdrawals reviewed (cases)	496	526	+30
Classifications reviewed (cases)	149	50	-99
Waterpower classification (cases)	26	26	---
Waterpower reports (each)	610	610	---

Distribution of change by object class

The object class detail for the proposed decrease of $905,000 and 32 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Realty Specialist	7/11	22	$447,600
Land Law Examiner	7/11	16	312,800
Clerk Typist	4/5	5	67,600
Subtotal		43	$828,000
Less lapse	25%	+11	+207,000
Full-time Equivalent - Total		32	$621,000
Personnel benefits			77,000
Travel and transportation of persons			35,000
Printing and reproduction			5,000
Other services			142,000
Supplies and materials			20,000
Equipment			5,000
Total			$905,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollar amounts in thousands)

Program Element		Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Public Domain	$	4,612	4,773	5,173	+561	+400
	(FTE-T)	(157)	(157)	(172)	(+15)	+15)
Western Oregon	$	939	939	939	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	5,551	5,712	6,112	+561	+400
	(FTE-T)	(157)	(157)	(172)	(+15)	(+15)

Authorization

43 U.S.C. 1711, 1732
P.L. 94-579

The Federal Land Policy and Management Act of 1976, Section 302, provides for management, protection, and marketing of resources on a sustained yield basis; Section 201(a) provides for the preparation and maintenance, on a continuing basis, of an inventory of public land resources and other values.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.

Objective

The objective of the Forest Management Program is to ensure that all public land forest resources -- other than the Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) forested lands -- are managed effectively and efficiently to help meet current and future domestic needs for timber and other forest products by:

- implementing environmentally sound harvesting and management practices, including planting, thinning, site and stand work, and pest control;
- making approximately 1 billion board feet of timber available over the next decade, with 92 million board feet (MMBF) scheduled to be offered for sale in FY 1984; and
- issuing 83,000 fuelwood and other forest products permits annually.

This subactivity includes funding for the management of the public domain (PD) forested lands in the Western states and a funding contribution for those PD forest lands in Western Oregon intermingled with the larger amount of O&C lands. The program for each area is discussed separately below.

PUBLIC DOMAIN

This program element deals only with forest management and development on public lands outside of western Oregon.

Base program

The base funding level is $4,773,000 and 157 FTE-T.

Under the public domain Forest Management program, 1.5 million acres of commercial forest lands receive intensive management to ensure a sustained yield production of 85 million board feet of timber annually to help meet the nation's demand for wood fiber. This level of annual harvest has been determined through inventories and allowable cut calculations. In addition, 22 million acres of woodlands not capable of sustaining timber for commercial use are managed to protect the trees from insects and disease, to prevent trespass, and to satisfy public demand for fuelwood, posts, poles, Christmas trees and other materials.

Intensive forest practices result in improved production from commercial forest lands. Reforestation is necessary not only to ensure prompt forest regeneration but also to ensure that the new forest will contain timber of the most desirable species. Land treatments such as the use of herbicides are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in a newlycut area. Later on, precommercial thinning culls out selected trees to concentrate sunlight, moisture, and nutrients on fewer trees of better quality. These and other practices increase both quantity and quality of merchantable timber in a given stand.

During FY 1982, attention was directed to the fact that receipts from sales of timber on public domain lands in some areas outside Western Oregon did not cover the costs of the timber management program. To some extent this was the result of depressed conditions in the timber markets, but BLM used this opportunity to take a hard look at the program in order to increase its efficiency.

A program evaluation conducted during FY 1982 concluded that BLM could increase program efficiency by concentrating intensive management practices on those lands where the timber had the greatest value or greatest potential for improvement.

The evaluation also found that fuelwood permit fees were inconsistently determined, leading to substantially reduced receipts. During FY 1983 BLM will implement a fee system based upon the most effective approach found during the evaluation. It is anticipated that by the end of FY 1984 the forest management program will generate a sale volume of timber valued at $8.1 million, an increase of $.7 million over the estimated FY 1983 value of $7.4 million due to an increase in volume of timber sold and higher fuelwood receipts as discussed above.

Workload at the base level is as follows:

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Volume of timber sold (million board feet)	100	85	85	---
Fuelwood and other forest product permits (000's)	57	76	76	---
Forest inventoried (000's acres)	496	210	210	---
Activity plans	92	27	27	---
Pest control (000's acres)	35	12	12	---
Site and stand improvement (acres)	1,890	1,790	1,790	---
Reforestation (acres)	1,541	1,200	1,200	---
Seedlings planted (000's)	753	523	523	---

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	4,773	5,173	+400
(FTE-T)	(157)	(172)	(+15)

The proposed funding level is an increase of $400,000 and 15 FTE-T from the FY 1984 base. This increase, combined with the recent adoption of new, more cost-effective forest management policies and procedural guidance, will result in the following workload increases:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Difference
Volume of timber sold (MMBF)	85	92	+7
Fuelwood and other forest products permits (000's)	76	83	+7
Forest inventoried (000 acres)	210	219	+9
Activity plans prepared	27	33	+6
Pest control (000's acres)	12	12	---
Site and stand improvement (acres)	1,790	3,250	+1,460
Reforestation (acres)	1,200	1,810	+610
Seedlings planted (000's)	523	828	+305

Distribution of change by object class

The object class detail for the proposed increase of $400,000 and 15 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Forester	9/11	20	$482,000
Less lapse	25%	-5	-125,000
Full-time Equivalent - Total		15	$357,000
Personnel benefits			43,000
Total			$400,000

WESTERN OREGON

FY 1984 Program

The base level of $939,000 will continue the FY 1983 level of effort in forest management and development on public domain lands in Western Oregon. Approximately 10 percent (or 240,000 acres) of the public forest lands in Western Oregon intermingled with the revested Oregon and California Grant Lands and Coos Bay Wagon Road (CBWR) lands are public domain lands.

Since these lands are intermingled with and managed in the same manner as are the O&C and CBWR lands, it is not possible to separate these program accomplishments and requirements from the rest of the Western Oregon program. Therefore, the entire Western Oregon program is discussed in the Oregon and California Grant Lands Appropriation program justification, and the total workload measures are depicted within the O&C Grant Lands Timber Management and Timber Development and Reforestation programs.

The $939,000 will be combined with the Oregon and California (O&C) Grant Lands Funds (separately appropriated) for the management of all BLM-administered lands in Western Oregon.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Range Management

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Wild Horse and Burro Management	$	4,812	4,974	4,474	-338	-500
	(FTE-T)	(98)	(98)	(98)	(---)	(---)
Grazing Management	$	34,169	35,060	27,660	-6,509	-7,400
	(FTE-T)	(961)	(961)	(795)	(-166)	(-166)
Total Requirements	$	38,981	40,034	32,134	-6,847	-7,900
	(FTE-T)	(1,059)	(1,059)	(893)	(-166)	(-166)

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The Public Rangelands Improvement Act of 1978 requires the improvement of range conditions on public rangelands, research on horse and burro population dynamics, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The Carlson - Foley Act of 1968 authorizes the agency to reimburse states for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires the preparation of an environmental impact statement for any Federal project which has a significant effect on the environment.

7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands.
16 U.S.C. 1331-1340 P.L. 92-195, P.L. 95-514	The Wild Free-Roaming Horse and Burro Act of 1971, as amended, provides for the management, protection and control of wild horses and burros on public lands.

WILD HORSE AND BURRO MANAGEMENT

Objectives

- to protect and manage wild horses and burros through implementation of 12 Herd Management Area Plans and monitoring of 42 herd areas;
- to protect all herd area resources by the removal of 9,100 excess animals; removals will continue in future years until populations are reduced to appropriate management levels as determined by land use decisions and subsequent monitoring;
- to achieve an adoption program that is as economically self-sustaining as possible by charging adoption and transportation fees that defray the costs of adoption;
- to maintain a viable adoption program by adopting an estimated 5,200 animals, to conduct an estimated 510 compliance checks in response to specific complaints of animal abuse, and to issue titles for animals adopted in FY 1983; and
- to destroy humanely those excess animals for which no adoption demand exists by qualified individuals.

Base program

Base funding for the Wild Horse and Burro Management program is $4,974,000 and 98 FTE-T.

The Wild Free-Roaming Horse and Burro Act was passed by Congress in 1971 to preserve living symbols of the historic and pioneer spirit of the West and to prevent branding, harassment, and commercial exploitation of wild horses and burros. BLM was given the responsibility to protect and manage these animals as an integral part of the public lands natural ecosystem.

An estimated 45,000 wild horses and 12,000 wild burros currently inhabit the public lands under BLM's jurisdiction. The number of animals that can be maintained on a specific area is determined by the amount of food, water, cover, and space available for their use. Wild horses and burros must share their habitat with wildlife and domestic livestock. The proper balance of wild horses and burros, wildlife, and livestock is determined through BLM's multiple-use planning system, which includes opportunities for meaningful public participation, and subsequent monitoring. Although planning is incomplete in many areas, BLM estimates approximately 21,000 wild horses and 4,000 wild burros will remain on the public lands.

Over the past 10 years BLM has funded 12 research studies to gain a better understanding of wild horse and burro population dynamics, habitat requirements, and the animals' impact on other rangeland resources. A major research study undertaken with the National Academy of Sciences (NAS) has just been completed, and a report to Congress on the results will be submitted by the Secretary in the near future. No further research is anticipated in FY 1984, although 20 site specific studies on forage and habitat conditions, herd sex and age characteristics, herd seasonal use patterns, and competition with other animals for habitat will be undertaken for horse and burro herd areas.

Although it is generally accepted that forage consumption exceeds current production of forage in many areas of the West, it is very difficult to reach a concensus on which animals should be removed. There is also controversy when excess wild horses and burros are captured, and the question arises over what to do with the animals. Animal protection groups oppose destruction. Such groups recently organized to remove excess burros from China Lake Naval Weapons Center (California) rather than allow their destruction. By law, BLM must provide animals for private care as long as there is an adoption demand by qualified individuals. Remaining excess animals must be destroyed in the most cost efficient and humane manner possible. Accordingly, BLM developed the Adopt-A-Horse/Burro Program to assign the care and maintenance of excess animals to qualified individuals. Since the program's inception in 1973, more than 42,000 excess animals have been adopted nationwide.

BLM has initiated measures to increase its efficiency and cost-effectiveness in operating the Adopt-A-Horse/Burro Program. Recently revised internal procedures should improve adoption application processing and BLM's review of applicants' qualifications. The application form has been revised to require more explicit information from applicants concerning their facilities and transport equipment for the animals requested. By requiring more complete information from the applicants initially, BLM personnel should be able to expedite their review of the applications. Brochures distributed to potential applicants are being revised to describe specifically BLM's standards for feed, water, space, shelter, and transport so an individual can determine before applying whether she/he can meet BLM's qualifications for adoption of excess wild horses and burros. Authority for approving applications is being shifted to BLM offices having jurisdiction for the applicants' residence (rather than adoption center managers who may be in other regions and unfamiliar with the areas where the applicants reside). These personnel have a more complete understanding of the appropriate feed and facilities needed for animals in their region and are the officials who would have to conduct any subsequent compliance checks if problems should occur on the treatment and care of adopted animals.

In addition, standard adoption fees of $200 per horse and $75 per burro became effective on January 2, 1982. Adopters must also pay transportation costs from the facility where the animals are prepared for adoption to the adoption point. This policy has resulted in a fee schedule, including transportation costs, ranging from $200 to $290 per horse and $75 to $145 per burro. The partial reimbursement of adoption costs and complete recovery of transportation costs should make the adoption program more self-sustaining and make more funds available for additional removals and on-the-ground herd management. These fees are deposited in and used from accounts established in the Bureau's "Service Charges, Deposits and Forfeitures" Appropriation.

In FY 1981 (before the above fee policy was established), fee collections averaged $62 per animal adopted while adoption program costs averaged $373 per animal adopted. Since January 2, 1982, fee collections have averaged $163 per animal adopted. However, program costs are estimated to have doubled primarily due to a moratorium on destruction of excess animals that continues in effect under court agreement (see discussion below under "Decrease for FY 1984") and public resistance to the higher fees, particularly for wild horses. Thus, adopted animals remained in corrals for longer periods before being selected, and BLM had to increase its efforts to locate adopters.

Once an animal has been adopted and properly cared for for 12 months, the adopter may apply for ownership of the animal. During the 12 month adoption period, BLM conducts compliance checks only in response to complaints received about the use or care being given to adopted animals. If problems are discovered, BLM may repossess the animal if its health and well-being are in jeopardy, or require the adopter, as a condition for keeping the animal, to take specific corrective actions. BLM has also established agreements with two local humane organizations in Utah and Missouri to supplement its compliance activities at no cost to BLM. Additional agreements are under consideration in other locations.

To further ensure proper care and treatment of adopted animals, BLM will conduct compliance checks on all adopters who have more than four wild horses or burros and all groups of adopters having more than four animals maintained in a single location for which titles have not been transferred. The checks will include physical inspections of the animals and the facilities where they are being maintained. BLM procedures are being revised to require verification of the qualifications of adoption applicants requesting more than four animals or requesting to maintain more than four animals in a single location. The verification must be a written certification by a veterinarian, local human official, or similarly qualified official approved by BLM and must confirm that the adopters' facilities and capabilities are adequate to care for the number of animals requested.

Workload Measure	Actual FY 1982	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Inventory (million acres)	16.4	9.3	9.3	---
Studies	6	20	20	---
Herd Management Area Plans Implemented	11	12	12	---
Monitoring (Herd Areas)	146	42	42	---
Animals Removed	9,360	9,100	9,100	---
Animals Adopted	7,034	5,200	5,200	---
Compliance Checks (adopters)	1,237	400	510	+110
Animals Titled	6,423	5,200	5,200	---

Decrease for FY 1984

(dollars in thousands)

	1984 Base	FY 1983 Estimate	Difference
$	4,974	4,474	-500
(FTE-T)	98	98	(---)

Adoption costs will continue to be high (as was the case in 1982) until litigation concerning the adoption fee policy is resolved (American Horse Protection Association, Inc. v. Watt, et al.). BLM is under a court order requiring that the adoption fee policy be established by informal rulemaking (final rules expected to be issued in FY 1983) and stating that no healthy excess animals may be destroyed until at least 30 days after a final rule is published in the Federal Register.

As of January 12, 1983, about 1,303 excess animals were being maintained in adoption centers at daily feed costs of $2,085. Because of the moratorium on destruction, part of the funds originally earmarked for removals in FY 1983 must be used to maintain excess animals already captured. However, it is expected that the litigation will be resolved in FY 1983. When that occurs, removals can resume; and the excess animals will be adopted or humanely destroyed.

No reduction in FY 1984 workload accomplishments will result from the decrease because excess animals will not be maintained in corrals for extended periods of time, and the associated feed and handling costs will decrease accordingly.

Distribution of change by object class

The object class detail for the proposed $500,000 reduction is as follows:

Other services $500,000

GRAZING MANAGEMENT

Objectives

- to protect, maintain, and improve the productivity of the rangeland resources by making and implementing equitable and supportable decisions about land uses, resource allocations, and grazing authorizations in a timely fashion through the resource management planning process;
- to fully utilize the Grazing Management Policy approved on March 5, 1982, to categorize and set priorities for management and development of areas of land allocated to individuals or corporations for grazing (grazing allotments);
- to fully implement Bureau Range Improvement and Investment policy and provide incentives for private investments in range improvements on the public lands;
- to meet the court-mandated schedule for livestock grazing environmental impact statements (EIS's);
- to monitor rangeland resource conditions on 4,849 allotments to assist in determining proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;
- to initiate cost-effective rangeland improvements on 267 allotments that will help improve the condition of the lands for livestock grazing, wildlife habitat, watershed protection, and wild horse and burro habitat;

- to issue 24,200 grazing permits or leases for livestock grazing on the public rangelands under the principles of multiple use and sustained yield, consistent with appropriate stocking levels determined from the best available information;

- to conduct vegetation inventories on 3.7 million acres to support rangeland resource decisions and provide a baseline for monitoring on the highest priority allotments; and

- to maintain cooperative programs with states for noxious weed control in accordance with Public Law 90-583, the Carlson-Foley Act of 1968.

Base program

BLM issues about 24,200 grazing permits or leases annually to authorize grazing use by the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of public lands for all or part of their yearly forage requirement. Administration of grazing on the public lands requires determining the amount and quality of forage available for livestock, wildlife, wild horses and burros, and other uses; implementing grazing plans; conducting compliance checks; monitoring rangeland condition and trends; and maintaining existing rangeland improvements.

In the mid-1960s, BLM initiated an intensive grazing management program to improve the public rangelands that were considered to be in less than satisfactory condition. In 1975, implementation of this intensive management program was delayed pending completion of 144 grazing EIS's. The EIS's are being prepared under a schedule resulting from a court ruling on the Natural Resources Defense Council (NRDC) et. al. v. Morton et. al. case which required BLM to prepare 144 EIS's by the end of 1988. Eighty grazing EISs will have been completed by the end of FY 1983, and an additional 15 will be completed during FY 1984. These 95 grazing EIS areas cover about 138 million acres. Upon completion of the first grazing EIS's in 1978, BLM resumed implementation of the grazing managementdecisions based upon the analysis of rangeland conditions and resource needs on the areas covered by the EIS's.

BLM implemented a new policy on March 5, 1982, to ensure that funds are effectively spent. The overall condition of the public rangelands will continue to improve with management under the newly adopted Grazing Management and Range Improvement policies. The effects of these policies will be to concentrate efforts and funds where the greatest potential for improvement exists. Reductions in expenditures will take place for those areas already in suitable condition or where potential for improvement is low, where the cost of improvement would be extremely high, or where no further deterioration in condition is expected. The Bureau's policy of adjusting livestock grazing to appropriate levels has not changed. The method of determining the appropriate level of grazing use has been changed from that of a costly, single point in time forage production study to one of a more tested and efficient program of monitoring consisting of an analysis of longer term, more reliable indicators such as range condition, range trends, forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), and climate (measured precipitation).

Inventories will be reduced from 16 million acres in FY 1982 to 13 million acres in FY 1983. This will result in a shift in base funds from inventory to multi-year monitoring to evaluate the progress of management actions and the effectiveness of actions in meeting management objectives. This shift will enable BLM to continue to establish a monitoring system in advance of grazing EIS's to be completed in FY 1984 and beyond. This will provide data to support the land-use planning process and initial adjustments in grazing land use during a five-year phase-in decision period. Monitoring had previously been established on 3,000 allotments with an additional 1,583 initiated in FY 1982.

The Bureau has issued and is implementing a new policy regarding the use of the Range Improvements Appropriation and a policy that assigns responsibility for maintenance of range improvements to primary beneficiaries. Range Improvement funds will be targeted for on-the-ground development with responsibility for all structural maintenance costs shifted to the livestock operators by FY 1984.

In cooperation with the Office of Management and Budget and economists from land grant universities, BLM has developed an investment analysis policy and procedure that ensures that proposed range land improvement projects are cost-effective. This policy and procedure includes the use of benefit/cost (B/C) and other economic analyses to screen out or avoid unrealistic and burdensome investments and to assign higher priority to those investments yielding the highest return. In addition, the policy and procedure is designed to encourage private or other beneficiaries to contribute funds toward improvement of rangeland conditions. The Bureau will give highest priority to implementation of range improvements totally funded by these non-Federal contributions.

The Public Rangelands Improvement Act of 1978 (PRIA) established the grazing fee formula on a seven-year trial basis for the grazing fee years 1979 through 1985. Based on this formula, the grazing fee in 1983 is $1.40 per animal unit month (AUM), a decrease of $.46 from 1982, and a decrease of $.91 from 1981. At the end of the trial period, the Secretaries of the Interior and Agriculture are to report to Congress on their evaluation of the PRIA grazing fee formula, other grazing fee options, and their recommendation on the fee schedule for 1986 and subsequent fee years. The study is nearly 30 percent completed and includes projects to determine validity of private grazing land lease rates, comparison of various fee systems, and comparison of the values of public versus private grazing lands. The results of this study will be submitted to Congress in FY 1985, as required by PRIA.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	35,060	27,660	-7,400
(FTE-T)	(961)	(795)	(-166)

A decrease of $7,400,000 and 166 FTE-T is proposed for FY 1984. At this level of funding the Bureau will have the capability to issue grazing leases, permits, and billings; process use adjustments such as transfers, activation of non-use, license changes, etc.; supervise use on grazing allotments; maintain improvements where the Bureau has that responsibility; and prepare the needed grazing EIS's as scheduled by court order.

The proposed budget will also emphasize on-the-ground development of range improvements. In addition to providing $4,750,000 in the Grazing Management program element for improvement of 267 allotments, the Range Improvements Appropriation of $10,000,000 will be available for additional projects such as land treatments and installation of water facilities, fences and cattleguards. The new Grazing Management and Range Improvement policies will result in better utilization of funds and personnel by concentrating on those areas having the greatest potential for improvement and the highest economic return on funds invested. Implementation of these policies utilizing Cooperative Management Agreements will encourage private or other interests to contribute to prudent investments and will avoid the expenditure of public funds on areas having limited potential for improvement or that are already in good condition.

Utilizing funds according to the new Grazing Management and Range Improvement policies, conducting inventories to provide only the minimum basic data required, concentrating on-the-ground improvements on those allotments where the most potential exists, and assigning maintenance of improvements to the livestock operator allows BLM to reduce overall expenditures.

At this funding level, sufficient funds are also included for continuation of coordinated noxious plant control in five states which have abatement programs. Federal action is necessary because several species of noxious weeds are growing on public lands where they are a seed source for private land.

The proposed funding level is adequate to conduct vegetation inventories on 3.7 million acres to support rangeland resource decisions and provide a baseline for monitoring. This will enable BLM to correlate the vegetation inventory data with soils data, to prepare the grazing EIS's and to make resource decisions. Monitoring will be conducted to evaluate progress in meeting management objectives and to determine whether range improvements are having the intended effect of improving range condition. During FY 1984, monitoring costs for 260 allotments will decrease by about $100 each due to reduced data gathering requirements for the year. The required data efforts are determined by factors such as categorization, duration of management, anticipated plant responses, and the cooperation of permittees who provide voluntary data.

All writing of new allotment management plans (AMP's) will be deferred; a number of AMP's have already been written and are awaiting implementation.

The following table summarizes planned program outputs:

Workload Measure	FY 1982	FY 1983 Approp.	FY 1984 Base	FY 1984 Estimate	Inc.(+) or Dec.(-)
Grazing EIS's Prepared	18	13	13	15	+2
Allotments Receiving Improvements 1/	320	376	376	267	-109
Allotments Supervised	6,943	7,265	7,265	7,265	---
Allotments Monitored	4,583	4,849	4,849	4,849	---
New AMP's Written	405	525	525	---	-525
Projects Maintained	586	315	315	270	-45
Leases/Permits Issued	24,200	24,200	24,200	24,200	---
Use Adjustments Processed	4,900	3,200	3,200	3,025	-175
Inventory (million acres)	16.1	13.3	13.3	3.7	-9.6
Weed control (projects)	5	5	5	5	---

1/ Relates to Grazing Management funds only; does not include Range Improvements funds.

Distribution of change by object class

The object class detail for the proposed decrease of $7,400,000 and 166 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Range Conservationist	11/12	49	$1,580,000
Range Conservationist	5/7/9	62	1,500,000
Range Technician	5/7/9	67	1,585,000
Engineering Technician	7/9	17	375,000
Clerk	5/7	26	495,000
Subtotal		221	$5,535,000
Less lapse	25%	+55	+1,385,000
Full-time Equivalent - Total		166	$4,150,000
Personnel benefits			498,000
Travel and transportation of persons			343,000
Transportation of things			50,000
Printing and reproduction			50,000
Other services			1,773,000
Supplies and materials			136,000
Equipment			100,000
Lands and structures			300,000
Total			$7,400,000

Activity: Renewable Resources Management
Subactivity: Soil, Water and Air Management

(dollar amounts in thousands)

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements					
$	16,772	16,895	11,595	-5,177	-5,300
(FTE-T)	(295)	(290)	(260)	(-35)	(-30)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for management of public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also provides for the preparation and maintenance of an inventory of public land resources and other values on a continuing basis and requires compliance with applicable state and Federal air and water pollution control laws.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for the study of erosion control and development of improvements necessary to maintain and increase water supply.
43 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
33 U.S.C. 404 P.L. 95-217	The Clean Water Act, as amended, requires BLM to participate with state and Federal water quality planning and permitting activities which requires exchanging data, resource planning, revising standards, and developing Best Management Practices for the control of non-point source pollution.
43 U.S.C. 1901 et. seq. P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends of public rangelands. Improvements include any program to provide water, stabilize soil and water conditions and provide habitat for livestock and wildlife.

42 U.S.C. 201 P.L. 95-190	The Safe Drinking Water Amendments of 1977 amended Section 2 of the Safe Drinking Water Act requiring compliance with all Federal, State, or local statutes for safe drinking water.
16 U.S.C. 2001 P.L. 95-192	The Soil and Water Resources Conservation Act of 1977 provides for the conservation, protection, and enhancement of the nation's soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The Clean Air Act of 1977, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the state implementation plans.
42 F.R. 26951 E.O. 11988	Executive Order 11988, Floodplain Management, May 24, 1977 provides for the restoration and preservation of natural and beneficial floodplain values on the public lands.

Objectives

- to reduce erosion, minimize sedimentation and siltation, promote water infiltration by increasing ground cover, and ensure the stability and productivity of rangeland soils by developing 105 soil and watershed improvement projects and maintaining 150 others.
- to promote the availability of water of sufficient quantity and quality for basic multiple-use needs by preparing 4,750 appropriative water rights claims when necessary to comply with state law and McCarren-type adjudications.
- to manage floodplains to reduce the risk of flood loss, to minimize the impact of floods on human safety, health, and welfare, and to restore and preserve the natural and beneficial values of floodplains pursuant to Executive Order 11988;
- to protect groundwater recharge areas and preserve groundwater supplies and quality from indiscriminate use and contamination;
- to support multiple-use planning, development and management of natural resources by assuring compliance with Federal, state, and local air and water quality standards and regulations in a practical, expeditious and environmentally-sound manner;
- to provide soil, water, and air resource information and technical assistance to support Energy, Minerals, Forest, and Rangeland Management by inventorying 7.2 million acres for soil resources and 7.5 million acres for water resources; and
- to assess the significance of acid rain in the western United States relative to BLM decisions affecting energy and mineral development by operating acid rain monitoring stations as part of the National Acid Precipitation Assessment Plan.

Base program

The Soil, Water, and Air Management base funding level is $16,895,000 and 290 FTE-T. The program supports other BLM resource programs, primarily through basic inventory and management recommendations for soil, water, and air resources. The program also includes monitoring, studies, and research to determine the effectiveness of BLM management programs. Monitoring is necessary to determine whether management actions and investments are achieving the intended management objectives and meeting required air and water quality standards.

In most states BLM is the designated management agency responsible for implementing water quality management plans under Section 208 of the Clean Water Act to control non-point sources of pollution (runoff) from public lands. The program also assesses needs, develops plans, and implements watershed improvement projects to control erosion, runoff, flooding, salinity and water quality problems. Costs include the assessment, design, construction and maintenance of a variety of small structures, sediment and flood control dams, and land treatment measures. Funds are necessary to protect the Federal investment in about 20,000 erosion and water control structures by properly maintaining these structures.

The soil, water, and air inventories are used for developing land use plans and preparing EIS's, particularly those associated with grazing and energy-mineral development. The inventories will support the formulation of land use plans and are a prerequisite to identifying management actions needed to reduce and control runoff, erosion, and pollution related to energy and mineral development, grazing, timber harvesting, etc.

Water inventories are being conducted to locate and quantify all water sources and associated uses on public lands. This inventory was initiated several years ago as a result of increased interest in documenting water uses and filing for appropriative water rights, numerous adjudications in the West and the states' desire for quantification of Federal reserved water rights. This same information is also necessary to comply with state water registration and filing requirements for beneficial uses of water for program purposes on the public lands.

The air program provides technical assistance, climate and air quality data, for oil shale and coal leasing EIS's, other energy and mineral development activities, and prescribed fire and smoke management as well as support to other Bureau programs including grazing management and planning. Bureau acid rain monitoring provides information in support of the National Acid Precipitation Assessment Program. As a member of the Interagency Task Force on Acid Precipitation, the Bureau will continue acid rain monitoring in the western United States. The air program budget includes an acid rain monitoring budget of $80,000 as part of the National Acid Precipitation Assessment Plan, Deposition Monitoring.

In FY 1984 paleontology and geology activities will be transferred from Soil, Water, and Air Management to Mineral Materials Sales in the Nonenergy Minerals subactivity. This accounting shift decreases the Soil, Water, and Air Management Program base by $200,000.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base
Soils ($000)	8,057	7,946	8,006
Inventory (million acres)	19.1	9.6	9.6
Projects Implemented	87	85	85
Projects Maintained	22	55	55
Studies	36	40	40
Water ($000)	8,397	8,356	8,419
Inventory (million acres)	4.2	17.4	17.4
Facilities Installed	80	45	45
Projects Maintained	162	130	130
Studies	295	100	100
Water Rights Claims	13,453	5,420	5,420
Technical Investigations	905	700	700
Air ($000)	478	470	470
Inventory	2	3	3
Technical Support Projects/Studies	23	12	12
Air Monitoring	10	12	12
Research (# projects)	3	3	3
Monitoring (# watershed sites)	353	300	300
Paleontology	100	100	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	16,895	11,595	-5,300
(FTE-T)	(290)	(260)	(-30)

At the proposed funding level, soil inventories will be adequate to meet the court-mandated grazing EIS schedule (see Grazing Management section for information on schedule and related inventory requirements). Inventory efforts are generally decreasing in FY 1984 compared to prior years as field offices complete their EIS inventory requirements. Water inventories will be conducted in response to water rights adjudications scheduled by the states and will meet the most urgent on-the-ground implementation efforts (those affecting human health, safety and private property). Air quality inventory, technical support projects (air modeling, monitoring specifications, contract management, etc.), and studies will be conducted to support energy and mineral lease activities, prescribed fire and smoke management, and other critical Bureau programs to ensure compliance with Federal and state air standards and regulations and the orderly development of priority programs. Participation in long-term intergovernmental (acid rain) programs will continue. The Clean Air Act is presently undergoing reauthorization; air training and policy will be developed to reflect those revisions pertinent to Bureau activities.

Funding for on-the-ground development and maintenance of soil and water projects will be targeted to correcting unsafe conditions or deteriorating watershed conditions, for protection of human health and property, and priority projects developed jointly with user groups. In general, the more expensive soil and water projects will be deferred in favor of completing smaller, less costly facilities.

Water quality and quantity will be monitored where high value resources need to be protected or where some critical problem needs to be corrected.

BLM will have adequate funding to file an estimated 4,750 water rights claims. Adjudications of claims are scheduled by the state governments, and many of the adjudications for FY 1984 have not yet been scheduled. The schedules could involve more claims; if so, BLM will ensure that the highest priority claims are filed to protect existing investments.

The following table summarizes planned program outputs:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Soils ($000)	8,006	5,415	-2,591
Inventory (million acres)	9.6	7.2	-2.4
Projects Implemented	85	60	-25
Projects Maintained	55	25	-30
Studies	40	25	-15
Water ($000)	8,419	5,817	-2,602
Inventory (million acres)	17.4	7.5	-9.9
Facilities Installed	45	45	---
Projects Maintained	130	125	-5
Studies	100	70	-30
Water Rights Claims	5,420	4,750	-670
Technical Investigations	700	420	-280
Air ($000)	470	363	-107
Inventory	3	1	-2
Technical Support Projects/Studies	12	10	-2
Air Monitoring	12	12	---
Research (# projects)	3	1	-2
Monitoring (# watershed sites)	300	150	-150

Distribution of change by object class

The object class detail for the proposed reduction of $5,300,000 and 30 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Engineer	12	3	$93,000
Natural Resource Specialist	12	9	306,000
Range Conservationist	11	6	156,000
Soil Conservationist	11	2	60,000
Soil Scientist	11	2	60,000
Hydrologist	11	2	60,000
Range Technician	7	6	102,000
Engineering Technician	7	3	51,000
Equipment Operator	7	4	71,000
Secretary	5	1	15,000
Clerk	4	2	26,000
Subtotal		40	$1,000,000
Less lapse	25%	+10	+250,000
Full-time Equivalent- Total		30	$750,000
Personnel benefits			90,000
Travel and transportation of persons			76,000
Transportation of things			15,000
Printing and reproduction			15,000
Other services			3,810,000
Supplies and materials			30,000
Equipment			90,000
Lands and structures			424,000
Total			$5,300,000

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(dollar amounts in thousands)

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements					
$	14,942	15,265	10,515	-4,427	-4,750
(FTE-T)	(360)	(360)	(271)	(-89)	(-89)

Authorization

43 U.S.C. 1701, 1711 P.L. 94-579	The Federal Land Policy and Management Act of 1976 directs that the public lands be managed in a manner that will provide food and habitat for fish and wildlife. Section 201(a) provides for the preparation and maintenance of an inventory of public land resources on a continuing basis. Section 401(b)(1) authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement and management of wildlife habitat.
16 U.S.C. 715 P.L. 70-770	The Migratory Bird Conservation Act of 1929, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.
16 U.S.C. 1531 et. seq. P.L. 93-205	The Endangered Species Act of 1973 (ESA), as amended, provides for the protection of endangered species and their habitats.
16 U.S.C. 670 et. seq. P.L. 93-452	The Sikes Act of 1974, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with state wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 et. seq. P.L. 95-514	The Public Rangelands Improvement Act of 1978 (PRIA) directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values. The Act provides for on-the-ground funding of wildlife habitat protection, improvement and maintenance projects.

42 F. R. 26951 EO 11988	Executive Order 11988, Floodplain Management (May 24, 1977) provides for the restoration and preservation of national and beneficial floodplain values on the public lands.
42 F. R. 26961 EO 11990	Executive Order 11990, Protection of Wetlands (May 25, 1977) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

Objectives

The objectives of the wildlife habitat management program are to:

- Complete, during FY 1984, wildlife habitat inventory and monitoring essential to resolving critical energy and minerals development, land sales, land use, grazing, and forestry resource allocation issues identified in planning and environmental assessment work. This includes cooperation with state and other Federal agencies.

- Comply with the statutory requirements of the Endangered Species Act (ESA) by implementing stipulations to avoid, where possible, impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within four months of the initial determination that a proposed action may affect a T/E species.

- Comply with the statutory requirements of Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within six months of initial determination that an action may affect a T/E species.

- Comply with the statutory requirements of the ESA to provide for recovery of presently-listed T/E species.

- Comply with EO 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within four months of the initial determination that a proposed action may affect wetland or riparian habitat.

- Improve 100,000 acres of terrestrial habitat and 1,100 miles of aquatic habitat throughout the year.

- Maintain 500,000 acres of terrestrial habitat and 700 miles of aquatic habitat throughout the year.

Base program

The base program provides funds to maintain and improve wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species on public lands, and to protect and provide the opportunity, through habitat enhancement, to de-list T/E plant and animal species occurring on the public lands. Wildlife habitat inventory, monitoring, planning, environmental assessment, and habitat improvement are all part of, and essential to, a balanced program.

Major effort is directed toward providing wildlife expertise and analysis in support of Bureau programs, issues, and initiatives through planning and environmental impact statement interdisciplinary efforts such as energy, minerals, lands, grazing, and forestry. This meets Federal environmental review requirements so that public land resources can be developed, as well as ensuring that wildlife values and needs are identified and adequately provided for through appropriate protective stipulations and mitigative measures in resource development plans.

The second aspect of the program involves site-specific wildlife habitat management and improvement -- the Bureau's Habitat Management Plan (HMP) implementation program. The HMP program addresses the Bureau's responsibilities for habitat management as mandated by FLPMA, ESA, National Environmental Policy Act (NEPA), Sikes Act, Public Rangelands Improvement Act (PRIA) and EO 11990. This ensures that the habitat needs of fish and wildlife populations are met through site-specific protection, enhancement, or maintenance of habitat areas necessary to support them. Through the concept of New Federalism the BLM program recognizes the states' primary responsibility for the management of resident wildlife, and encourages states and/or other primary beneficiaries to invest in improving wildlife habitat on public lands.

To accomplish both aspects of the wildlife program, BLM plans to spend $1.65 million for its T/E species effort and $1.35 million for its wetland/ riparian effort in the FY 1984 Base.

The Bureau's role is distinct from that of the FWS or the state wildlife agencies. State wildlife agencies manage their state's resident wildlife species, usually by regulating hunting and fishing and by preserving wildlife habitat on certain state-owned lands. Similarly the FWS manages migratory species throughout the United States and controls habitat on refuges. FWS refuges generally are managed for the single-purpose of fostering wildlife. In contrast, BLM does not regulate hunting or propagate species, but instead manages 288 million acres of public lands which provide diverse habitats upon which hundreds of resident, migratory, and T/E species depend.

BLM's job of habitat management in a multiple-use context is more complex than that of the FWS and the state wildlife agencies, which are single-purpose agencies whose paramount mission is the furtherance of the wildlife resource. BLM, as a multiple-use agency, must integrate all the developmental and protection needs and mandates relating to the public lands. Therefore wildlife habitat management in the BLM is tempered by the needs of other resources on the public lands. Because BLM manages habitat, rather than directly managing species, units of accomplishment are recorded in terms of acres of terrestrial or wetland habitat, riparian miles, aquatic habitat, or acreage or miles of T/E habitat managed, rather than numbers of species or numbers of animals managed. The following table outlines the types and quantities of habitat on public lands.

Types of Wildlife Habitat on the Public Lands

Habitat Type	Acres (000)	Miles (000)
Terrestrial	241,044	---
Aquatic	---	381
Wetland	27,509	---
Riparian	15,943	---
Lakes and Reservoirs	3,097	---
Total	287,593	381

However, based upon the habitat provided and the management decisions affecting the habitat, BLM directly influences the numbers and kinds of wildlife species which inhabit the public lands. Public use of these lands for hunting, fishing, and nonconsumptive enjoyment of wildlife is considerable. In 1981 (the most recent year for which data are available) there were an estimated 9.5 million consumptive user days and approximately 6 million nonconsumptive user days on the public lands. Habitat and harvest figures for 1980 are summarized in the following table:

Estimated Wildlife Habitat and Harvest Values on the Public Lands 1/

Species/Use	Acres (000s)	Miles	Number Harvested	Harvest Value 2/ ($000)
Big Game	241,020	---	171,441	33,034
Upland Game	264,890	---	725,720	unknown
Waterfowl	47,060	---	172,740	unknown
Furbearers	unknown	---	68,080	N/A
Fishable				
Streams:	---	323,000	---	---
Commercial	---	---	58,357,500 lbs.	116,715
Sport	---	---	4,943,000 lbs.	1,915
T/E species	20,000	6,200	N/A	N/A

The Bureau closely coordinates habitat management and development with state wildlife agencies. Approximately 90 percent of the Habitat Management Plans (HMP's) are cooperatively developed with state wildlife agencies by BLM under Sikes Act authority. Plans also are closely coordinated with other Federal agencies such as the Forest Service and FWS. This improves cost effectiveness and ensures that common objectives are met.

1/ Based on data for 1980.
2/ Estimated value of "meat-on-the-table."

The following workload table compares planned accomplishments at the FY 1984 base level with accomplishments in FY 1982 and FY 1983:

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Terrestrial habitat improvement (million acres)	1.5	1.4	1.3	-.1
Aquatic habitat improvement (miles)	2,996	2,900	2,800	-100
HMP implementation (#)	160	145	130	-15
HMP preparation (#)	45	30	30	---
Terrestrial habitat maintenance (million acres)	0.9	1.0	1.0	---
Aquatic habitat maintenance (miles)	3,398	3,500	3,500	---
Terrestrial habitat monitoring (million acres) 1/	1.9	20.7	20.3	-.4
Aquatic habitat monitoring (mi.) 1/	1,353	1,010	950	-60
Research (#)	7	7	7	---
Studies (#)	290	270	260	-10
Terrestrial habitat inventory (million acres) 1/	27.2	15.5	14.8	-.7
Aquatic habitat inventory (miles)	325	300	280	-20

Decrease for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	15,265	10,515	-4,750
(FTE-T)	(360)	(271)	(-89)

1/ The wildlife program has made a significant shift in strategy between FY 1982 and FY 1983. Through FY 1982 BLM concentrated on extensive general wildlife inventories related to the planning efforts and only minor funding of monitoring efforts. Starting in FY 1983 BLM increased its emphasis on monitoring the effects of previous land management decisions on the wildlife resources and at the same time concentrated wildlife inventories to provide information needed to identify site-specific effects of BLM issues on the wildlife resources. The result of these changes has been to reduce the units of accomplishment for inventory and increase the units for monitoring.

The wildlife program workload units at the 1984 Base and Estimate levels are shown in the following table:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Terrestrial habitat improvement (million acres)	1.3	0.5	-0.8
Aquatic habitat improvement (miles)	2,800	1,000	-1,800
HMP implementation (#)	130	5	-125
HMP preparation (#)	30	5	-25
Terrestrial habitat maintenance (million acres)	1.0	0.5	-0.5
Aquatic habitat maintenance (miles)	3,500	700	-2,800
Terrestrial habitat monitoring (million acres)	20.3	12.8	-7.5
Aquatic habitat monitoring (mi.)	950	750	-200
Research (#)	7	4	-3
Studies (#)	260	130	-130
Terrestrial habitat inventory (million acres)	14.8	9.0	-5.8
Aquatic habitat inventory (miles)	280	200	-80

Of the proposed $4,750,000 reduction in FY 1984, approximately $3,010,000 represents the decrease in units related to HMP preparation, HMP implementation (i.e., terrestrial and aquatic improvement) and maintenance. In anticipation of the proposed reductions in FY 1984, the Bureau is looking toward other alternatives for supporting habitat improvement and maintenance through participation by benefiting users in supporting and financing wildlife projects.

The remaining decrease of $1,740,000 reflects reduced efforts in inventory, further implementing the shift from expensive one-pointin-time baseline inventories to a monitoring strategy; a concentration of monitoring work on those acres requiring closest attention to ensure that management objectives for wildlife resources are being achieved; and reduction in the numbers of research projects and studies being continued into FY 1984.

Distribution of change by object class

The object class detail for the proposed decrease of $4,750,000 and 89 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Wildlife Biologist	12	11	$396,000
Fisheries Biologist	11	11	330,000
Wildlife Biologist	11	11	330,000
Wildlife Biologist	7/9	35	930,000
Natural Resource Specialist	7/9	5	125,000
Engineering Technician	7	11	247,000
Wildlife Technician	5	22	375,000
Clerk	4	8	169,000
Engineering Aid	4	5	65,000
Subtotal		119	$2,907,000
Less lapse		+30	+742,000
Full-time Equivalent - Total		89	$2,225,000
Personnel benefits			267,000
Travel and transportation of persons			224,000
Printing and reproduction			89,000
Other services			1,506,000
Supplies and materials			89,000
Lands and Structures			350,000
Total			$4,750,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollar amounts in thousands)

		1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Cultural Resources Management	$	4,498	4,605	4,905	+407	+300
	(FTE-T)	(102)	(102)	(112)	(+10)	(+10)
Wilderness Management	$	12,097	7,839	7,239	-4,858	-600
	(FTE-T)	(189)	(189)	(180)	(-9)	(-9)
Recreation Resources Management	$	6,380	6,516	5,266	-1,114	-1,250
	(FTE-T)	(187)	(187)	(157)	(-30)	(-30)
Total Requirements	$	22,975	18,960	17,410	-5,565	-1,550
	(FTE-T)	(478)	(478)	(449)	(-29)	(-29)

Authorizations

43 U.S.C. 1701 et. seq.
P.L. 94-579

The Federal Land Policy and Management Act of 1976

- identifies recreation as a major use of public lands;
- requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain public lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the public lands;
- provides for interim management of the California Desert Conservation Area and implementation of the Desert Plan;
- directs that areas of critical environmental concern be given priority in the inventory of public lands, in the development and revision of land use plans, and in applying special protective management;
- requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics and recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (Section 603(a)); and

	- requires preparation and maintenance of an inventory of public land resources on a continuing basis.
16 U.S.C. 1242, 1243 P.L. 95-625	The National Parks and Recreation Act of 1978 established a number of national historic trails which cross public lands.
16. U.S.C. 432 P.L. 59-209	The Antiquities Act of 1906 establishes provisions for the protection of cultural resources on all Federal land. It also imposes penalties against those who excavate or appropriate these values without an antiquity permit.
16 U.S.C. 1271 P.L. 90-542	The Wild and Scenic Rivers Act of 1968, as amended, provides for the development and management of certain rivers under BLM's jurisdiction for recreational purposes.
16 U.S.C. 1241-1249 P.L. 90-543	The National Trails System Act of 1968, as amended, establishes a national trails system which includes 20 trail segments under BLM jurisdiction.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The King Range Act of 1970, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 et. seq. P.L. 88-577	The Wilderness Act of 1964 provides for the designation and preservation of wilderness areas.
42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The National Environmental Policy Act of 1969 established the continuing responsibility of the Federal government to improve Federal programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	Protection and Enhancement of the Cultural Environment directs all Federal agencies to inventory their historic and archaeological resources and to protect those properties that have been nominated to the National Register of Historic Places.
16 U.S.C. 470aa, 470cc, and 470ee. P.L. 96-95	The Archaeological Resources Protection Act of 1979 (ARPA) requires permits for excavation of sites and removal of artifacts, provides protection of Federally-administered archaeological resources, and encourages increased cooperation among Federal and private interests to increase data on archaeological resources.
16 U.S.C. 470 P.L. 89-665	The National Historic Preservation Act of 1966, as amended, expands protection of historic and archaeological properties to include those of national, state and local significance. It also directs Federal agencies to consider the effects of approved actions on properties eligible for inclusion in the National Register of Historic Places.

16 U.S.C. 3101 et. seq. P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

CULTURAL RESOURCES MANAGEMENT

Objectives

- Process applications, issue Antiquity Act/Archaeological Resources Protection Act (ARPA) permits to conduct archaeological investigations on public lands, and monitor approved activities;
- Provide appropriate levels of inventory and evaluation data for all priority Bureau planning efforts including FLPMA land sales; and
- Provide protection for the most valuable and most critically threatened cultural and natural history resources.

Base program

Base funding for BLM's Cultural Resources Management program is $4,605,000 and 102 FTE-T. The program provides protection and management for more than half of all the cultural resources administered by the Federal government. Several statutes require BLM to locate, evaluate, and manage cultural and scientific resources on lands it administers to prevent or minimize unnecessary damage and to accommodate appropriate use of those resources by the scientific community and the public.

An estimated one-half million cultural resource properties are located on public lands, including campsites of the hemisphere's earliest inhabitants, prehistoric ruins, aboriginal rock art, early wagon roads, abandoned military posts, and historic ghost towns. In addition, BLM lands contain 10-15 percent of all exceptionally valuable natural science resources found on the Federal lands. These include a wide variety of areas having ecological and geological importance. Through FY 1982, approximately 700 of the estimated 14,000 cultural properties identified as having characteristics qualifying them for inclusion in the National Register of Historic Places have been listed or formally determined eligible. BLM nominated about 20 properties to the National Register during FY 1982, and it is anticipated that about 10 sites will be nominated during each of FY 1983 and FY 1984. Designated natural history resources on public lands include 29 Research Natural Areas (RNA's), all or parts of 42 National Natural Landmarks (NNL's), and one Experimental Ecological Reserve. About 100 potential RNA's are awaiting processing to complete formal designation decisions with 4 million acres pending evaluation for possible RNA and NNL designations. One area involving public lands has been proposed by UNESCO's Man and the Biosphere Program for designation as an international Biosphere Reserve (BR).

Major problems in cultural resource management stem from the increasing interest in and commercial value of artifacts, which has given rise to a sophisticated supply network and lucrative black market. During FY 1981 and 1982, the Bureau documented approximately 190 cases where pothunters had damaged cultural sites on public lands to obtain artifacts for either profit or private collections.

In three cases, BLM was able to gather sufficient evidence to identify the perpetrators and prosecute them. Of the three prosecutions, only one, for destruction of prehistoric ruins in Arizona, was successful. Hundreds of additional sites, including significant ones such as Grand Gulch in Utah and Homolovi in Arizona, are currently deteriorating rapidly or are being subjected to vandalism. The Bureau is attempting to curtail the illegal activities through an increased national public awareness program and patrol and surveillance activities.

In order to meet congressionally - established responsibilities under ARPA and the Antiquities Act, the Bureau, in conjunction with the National Park Service, has implemented a comprehensive program designed to approve and monitor use permits. It is anticipated that by the end of FY 1983, the Bureau will have assumed total responsibility for authorizing archaeological and historical activities on the public lands.

The National Historic Preservation Act (NHPA) charges BLM with the responsibility of taking into account the effects of Federal undertakings on historic sites. The Bureau has, therefore, developed a tiered inventory system to identify and evaluate properties. This system includes three classes of inventory: Class I, which is essentially a review and synthesis of existing information; Class II, which is a sample-type inventory used to characterize the nature and distribution of sites within a large area; and Class III, which is an intensive inventory designed to document surface archaeological and historic features of sites.

The program is also responsible for identification, evaluation, nomination, designation, protection, and scientific user services for RNA's, Experimental Ecological Reserves, NNL's and Biosphere Reserves. To avoid duplicate investments, these activities are coordinated with state natural area programs, The Nature Conservancy, State Natural Heritage Programs, other Federal agencies, and UNESCO's Man and the Biosphere Program.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Inc. (+) or Dec. (-)
Cultural Use Permits Issued (#)	348	377	395	+18
Class I Overview Studies/Revisions	24	30	30	---
Class II Inventory (000 acres)	135	140	145	+5
Class III Inventory (000 acres)	29	38	38	---
Major Protection Projects (#)	34	32	33	+1
Interim Protection (#)	48	58	63	+5
Cultural Resource Mgmt. Plans (#)	25	28	28	---
Potential RNA Evaluation Reports	14	64	64	---
RNA Activity Plans Completed	1	7	7	---
RNA's Managed	40	50	50	---

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	4,605	4,905	+300
(FTE-T)	(102)	(112)	(+10)

In response to the increase in the various land disposal actions routinely conducted by BLM, the Bureau is responsible for ensuring that compliance with Section 106 of the National Historic Preservation Act is completed prior to implementing the disposal action. These land disposal actions fall into several categories, including public sale, exchanges, and less than fair market value transfers to other governmental entities. Therefore, at the proposed FY 1984 funding level, BLM is significantly increasing funding for completion of Class III inventories. This will allow the Bureau to undertake necessary evaluations, in consultation with State Historic Preservation Officers and the Advisory Council on Historic Preservation, to determine the significance of cultural resources located on these lands.

A total of $2.5 million is planned for completing an additional 162,000 acres of Class III inventory in support of FLPMA land sales and land pattern adjustments. In addition, a portion of the remaining 38,000 acres of Class III inventory and about half of the planned Class II inventory will be focused on lands disposal and adjustment issues.

Of the $2.5 million and 30 FTE needed for the program, $2.2 million will be redirected from other work funded in the base; and $300,000 is requested as an increase for this program. The work to be reduced as a result of the reduction of funds is shown on the following workload table. These involve a reduction of 36 cultural resource protection projects, foregoing work on 16 cultural resource management plans and 31 evaluation reports on potential additional Research Natural Areas (RNA'S), reducing RNA activity plans completed, and cutting back on management of 23 RNA's included in the FY 1984 Base. The reduction of effort on RNA's reflects a choice of using limited funds on higher priority work to facilitate land disposal and land pattern adjustment.

The Bureau will continue to maintain its efforts to comply with the Archaeological Resources Protection Act and the Antiquities Act by reviewing and issuing permits. While an additional 18 permits above the FY 1983 total are projected for FY 1984, permit monitoring will be conducted on a priority basis as funding allows.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Cultural Use Permits (#)	395	395	---
Class I Overview Studies/Revisions	30	22	-8
Class II Inventory (000 acres)	145	130	-15
Class III Inventory (000 acres)	38	200	+162
Major Protection Projects (#)	33	20	-13
Interim Protection (#)	63	40	-23
Cultural Resource Mgmt. Plans	28	12	-16
Potential RNA Evaluation Reports	64	33	-31
RNA Activity Plans Completed	7	3	-4
RNA's Managed	50	27	-23

Distribution of change by object class

The object class detail for the proposed increase of $300,000 and 10 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Archaeologist	7/9	13	$300,000
Less lapse	25%	- 3	- 75,000
Full-time Equivalent-Total		10	$225,000
Personnel benefits			28,000
Travel and transportation of persons			10,000
Printing and reproduction			4,000
Other services			25,000
Supplies and materials			4,000
Equipment			4,000
Total			$300,000

WILDERNESS MANAGEMENT

Objectives

- Continue interim wilderness management on 24 million acres, pending completion of wilderness environmental impact statements (EIS's)/wilderness study reports (WSR's) and suitability recommendations;

- Complete 13 Wilderness Study Reports (WSR's) on 275 wilderness study areas (WSA's) covering some 8,265,000 acres;

- Continue progress on the accelerated planning-EIS schedule, including:

- Completing 4 Management Framework Plan (MFP) Amendments
  3 Wilderness EIS's based on MFP-Transition Plans
  6 Wilderness EIS's based on Resource Management Plans
  3 Statewide EIS's
  10 Wilderness Study Reports
  3 Statewide Wilderness Study Reports
  4 Wilderness Management Plans

- Initiating 4 MFP Amendments
  1 MFP Transition Plan
  2 Wilderness Study Reports

° Coordinate with U.S. Geological Survey (GS) and Bureau of Mines (BM) on mineral surveys conducted in support of our wilderness program. All new starts will be made on suitable study areas bureauwide; and

° Start and complete 1.5 million acres of Bureau of Land Management Geology-Energy-Minerals (GEM) mineral inventory assessments.

Base program

Base funding for the Wilderness Management Program is $7,839,000 and 189 FTE-T.

The wilderness review program consists of five elements: (1) inventory (2) study, (3) interim management, (4) reporting, and (5) wilderness management.

Inventory

The first element - wilderness inventory in the Western states (excluding Alaska) - was completed in November 1980. Of the approximately 174 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 24 million acres in 930 separate tracts were identified as wilderness study areas. A comprehensive list of wilderness study areas was published in the Federal Register on March 3, 1981 and, in revised form, on July 8, 1982. Some wilderness inventory results have been challenged by members of the public through formal appeals filed with the Interior Board of Land Appeals (IBLA). The appeals reflect both pro- and anti-wilderness study viewpoints. All decisions rendered by this board are considered final.

Study

Study is currently in progress. The areas found to have wilderness characteristics are being studied to evaluate all potential resource values and uses. On the basis of these studies, BLM develops recommendations for the Secretary on the suitability or nonsuitability of each Wilderness Study Area (WSA) for inclusion in the National Wilderness Preservation System. The study process is integrated with BLM's planning system, and workloads are determined by the land-use planning schedule. Some 755 WSA's are currently being studied. Litigation is pending on 173 areas (667,000 acres) from a decision announced in the Federal Register on December 30, 1982 (47 F.R. 58372). Although FLPMA does not require all studies to be completed until 1991, BLM has accelerated the study process and established an FY 1986 target date for the completion of all studies. In addition, FY 1984 was established as the target year for completion of studies involving areas with significant conflicts between wilderness and the development of energy resources.

Scheduling of wilderness studies is a major public concern, chiefly because the lands remain under interim management constraints during the study period. The majority of areas will have been studied by the end of FY 1984, well ahead of the 1991 deadline set by FLPMA. Rapid completion of the studies will allow expeditious release of any "nonsuitable" lands from interim management contraints. The Department has asked Congress to enact legislation permitting release of such lands as soon as the President has determined they are nonsuitable. FLPMA does not permit their release until Congress has acted on the President's recommendation.

In addition to the overall wilderness review, FLPMA required the Secretary of the Interior to make recommendations to the President by July 1, 1980, on some 55 areas (referred to as "instant study areas") formally identified prior to November 1, 1975 as natural or primitive areas. As of FY 1982, these recommendations had not been made, with the exception of Aravaipa Canyon Primitive Area (Arizona). On September 13, 1982 the Secretary recommended and the President concurred and transmitted to Congress the recommendation of Aravaipa Canyon as the first wilderness area to be designated under FLPMA.

Of the other 54 areas involved, recommendations on 44 have been forwarded by BLM to the Department and the remainder will be included with recommendations on adjacent wilderness study areas during FY 1984 to 1986. Recommendations on other natural and primitive areas are under administrative review in preparation for the Secretary's final recommendations to the President.

Preliminary recommendations in the approved California Desert Plan were that some 2.1 million acres were suitable for wilderness designation and 3.5 million were not suitable. Mineral surveys are now being conducted for the suitable areas by USGS and Bureau of Mines. Recommendations on the 3.5 million acres of nonsuitable lands are under administrative review in preparation for the Secretary's final recommendations to the President.

BLM's wilderness review responsibility in Alaska was modified by the Alaska National Interest Lands Conservation Act of 1980, which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 on approximately 4.5 million acres in the Central Arctic Management Area.

Wilderness study areas will be evaluated in detail to determine whether they are suitable for preservation as wilderness areas or non-wilderness uses. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the Federal Register on February 3, 1982. The document contains planning criteria being used for recommendations on the suitability or nonsuitability of wilderness study areas for wilderness designation.

Certain data about geologic, energy and other mineral (GEM) resources within WSA's are essential to analyze the values in each WSA during the study process. To provide this essential information to managers, the Bureau initiated a GEM resource assessment system. The GEM is a two-phased minerals inventory process designed to update and input minerals information into wilderness suitability recommendations. If Phase 1 data is sufficient, detailed sampling conducted in Phase 2 is not necessary. The GEM assessments should not be confused with mineral surveys statutorily required by FLPMA on areas tentatively recommended as suitable for wilderness designation. In FY 1982 and FY 1983 Phase 1 and 2 assessments were completed on 1.5 million WSA acres. The data will be used during the wilderness study process to more accurately reflect the mineral resources within each WSA.

The base funding level for FY 1984 is reduced $4.5 million in accordance with a signed agreement among BLM, the USGS and the Bureau of Mines (BM). The USGS and BM perform mineral surveys on areas tentatively found to be suitable for wilderness designation. Beginning in FY 1984 USGS and BM will fund the cost of these surveys directly within their individual budgets rather than receiving a transfer of funds through the BLM budget as was the case prior to FY 1984.

Interim Management

Section 603(c) of FLPMA also required BLM to manage areas under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the interim management policy is to protect the existing wilderness values, maintain valid existing rights, and continue "grandfathered" mining, mineral leasing, and grazing activities until final wilderness suitability determinations have been made. Special emphasis (at a cost of less than 3 cents per acre) has been placed on the monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded. On April 6, 1981, the BLM Director revised the interim management policy (IMP) to recognize all mineral leases issued prior to approval of FLPMA as valid existing rights, thus making them eligible for full development despite the wilderness study status of the lands involved. The Department's objective has been to permit exploration and development activities to the maximum extent permissible under the law, while retaining wilderness values as much as possible. In December 1982, the Secretary directed there be no mineral leasing or permitting in BLM wilderness study areas until Congressional action is taken on their status, while recognizing valid existing rights.

Reporting/Recommendation

Based on study results, including results of mineral surveys on any suitable recommendations, the Secretary of the Interior reports his wilderness suitability recommendations to the Congress. As mandated by FLPMA, all reports must be submitted to the President by October 21, 1991; and the President must make his recommendations within two years of receiving each report from the Secretary. Reports will be released periodically as studies are completed. Only Congress can designate an area to be included in the National Wilderness Preservation System.

Wilderness Management

Management of any BLM-administered lands designated by Congress as wilderness will be guided by the Wilderness Management Policy, published in final form in the Federal Register on September 24, 1981.

About 12,818 acres of public lands administered by BLM, in five units, have been designated as wilderness as an outgrowth of other agencies' wilderness review. Four of these units are contiguous to national forest lands designated as wilderness, and administration of these entire wilderness areas was assigned to the Forest Service (FS) by Congress. In the fifth unit, the Oregon Islands, 108 acres were transferred to the U.S. Fish and Wildlife Service on July 22, 1982, leaving only one five-acre island administered by BLM.

Wilderness Name and State	Agency Administering	Acres
Santa Lucia, California	FS	1,733
Weminuche, Colorado	FS	200
Wild Rogue, Oregon	FS	10,160
River of No Return, Idaho	FS	720
Oregon Island, Oregon	BLM	5
Total		12,818

The following will be accomplished at the FY 1984 base level:

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base
Interim Management (000 acres)	24,300	23,600	23,600
MFP Amendment:			
Starts	4	6	4
Completions	8	10	4
Statewide Wilderness Studies			
EIS Starts	3	3	---
EIS Completions	---	---	3
Study Completions	---	---	3
MFP-Transition EIS			
Starts	7	3	1
Completions	1	7	3
RMP EIS Completions	---	5	6
Joint Studies Completed	---	---	1
Wilderness Study Reports	9	22	13
Wilderness Management Plans	---	---	4
BLM GEM Assessment (000 acres)			
Phase 1	7,500	---	---
Phase 2	---	2,500	1,500

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	7,839	7,239	-600
(FTE-T)	(189)	(180)	(-9)

A reduction is possible because of program efficiencies in study procedures and mineral assessments. Specifically, $300,000 of savings will be realized from the three statewide studies due to efficiencies and lower printing costs from the larger area covered by the final products in comparison to preparing additional individual studies/EIS's. Phase 2 (GEM) mineral assessments will result in $300,000 of savings based on our present GEM contracting experience -- specifically, regarding data analysis and input into the land-use decision-making process. Completion of the three statewide studies in Oregon, New Mexico and Utah will be deferred to early FY 1985.

Accomplishments at the FY 1984 Estimate level are:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Interim Management (000 acres)	23,600	23,600	---
MFP Amendment EIS			
Starts	4	4	---
Completions	4	4	---
Statewide Wilderness Studies			
EIS Completions	3	---	-3
Study Completions	3	---	-3
MFP-Transition EIS			
Starts	1	1	---
Completions	3	3	---
RMP EIS Completions	6	6	---
Joint Studies Completed	1	1	---
Wilderness Study Reports	13	10	-3
Wilderness Management Plans	4	4	---
BLM GEM Surveys (000 acres)			
Phase 2	1,500	1,500	---

Distribution of change by object class

The object class detail for the proposed decrease of $600,000 and 9 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Outdoor Recreation Planner	9	11	$275,000
Less lapse	25%	+2	+69,000
Full-time Equivalent-Total		9	$206,000
Personnel benefits			25,000
Travel and transportation of persons			7,000
Printing and reproduction			201,000
Other services			136,000
Supplies and materials			20,000
Equipment			5,000
Total			$600,000

RECREATION RESOURCES MANAGEMENT

Objectives

- Mitigate the most urgent and pressing resource destruction and visitor safety problems in 97 Special Recreation Management Areas;
- Issue approximately 4,000 special recreation permits used for protecting resources, improving visitor safety, and obtaining a fair return to the Federal government for the use of public lands and facilities;
- Concentrate off-road vehicle (ORV) management efforts in the intensively used parts of the California Desert and other intensively used areas where the need is greatest to minimize resource damage and reduce user conflicts;
- Designate approximately 2 million additional acres as opened, closed, or limited to ORV use, which will complete the critical designation work; and
- Meet completion dates for management plans on six wild and scenic rivers mandated by Congress and the Secretary of the Interior.

Base program

Base funding for the Recreation Resources Management Program is $6,516,000 and 187 FTE-T. The public lands have always been used for a wide variety of recreational pursuits by local residents in the Western states, as well as by other American and international visitors. By the mid-1960s significant amounts of the public lands (e.g., the California Desert) were being used by increasing numbers of recreationists. Protection of natural resources -- which, in some instances, were being destroyed by recreational overuse or misuse -- became an important management issue. Conflicts became evident between restrictive management to aid resource protection and the Bureau's policy of not interfering with the public's right to use these lands for recreational pursuits.

As a high priority effort the Bureau has been working on an update of the policy and regulations dealing with recreation use permits and user fees. The objective of this effort is to recover more of the costs of providing recreation on the public lands, to the extent possible. Policy development will be completed late in FY 1983 or early FY 1984 with implementation scheduled for FY 1984.

Specifically, legislation enacted in the last two decades has required BLM to manage 12 national wild and scenic rivers, 20 designated national recreation, historic, or scenic trails, 1 national recreation area, and 3 national conservation areas (California Desert, King Range, Steese Mountains). Preparation of management plans for Birch and Beaver Creeks, and the Unalakleet, Forty-mile, Delta and Gulkana Rivers in Alaska is underway with completion scheduled for early FY 1984.

In addition, a significant amount of recreation on the public lands is provided by a variety of additional resources, some of which require management. These include 52 rivers that have 4,000 miles used for flatwater and whitewater recreational activities; thousands of historical and archaeological sites that have recreational value; and more hunting and ORV use opportunities than on lands administered by any other single Federal or state agency.

The nature of these resources and visitor use patterns results in two very different types of recreation management situations. These two types can be described as "extensive" and "intensive."

Extensive Recreation Management

On at least 90 to 95 percent of the public lands, the policy of providing recreation visitors with "room to roam" for activities such as hunting, fishing, rockhounding, four-wheeling, hiking, and camping is adequate. In these areas, administrative program costs are minimal, and operation costs are primarily to aid managers in resolving multiple resource use conflicts where recreation is involved and for minimal visitor assistance. Although the cost is low for this level of management, it is essential for providing public access to recreation opportunities, a small degree of visitor assistance, and resource protection. Management costs are for limited patrol, providing assistance in emergency situations such as vehicular breakdowns, personal injury, or notification of proper authority when crimes or accidents occur, and providing information through direct contact or with brochures and maps.

Intensive Recreation Management

The Bureau is faced with a very different management situation in the remaining 5 to 10 percent of the public lands. In these areas, intensive recreation use, user conflicts, resource destruction, or damage to Federal investments require a greater management investment.

Distinguishing among the different degrees and intensities of recreation management needs is the basis for Bureau budgetary assumptions in FY 1984. Although most recreation on the public lands is available with little, if any, regulation or management, the Bureau cannot maintain this management stance when faced with significant resource damage, major visitor health or safety problems, and conflicts between recreationists and other resource users. Therefore, BLM management capabilities and attention is directed primarily to those intensive use areas.

The following workload table compares planned accomplishments for FY 1983 and the FY 1984 Base.

Workload Measure	FY 1982 Estimate	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
ORV Designations (acres)	3,000,000	3,000,000	3,000,000	---
ORV Management (acres)	28,000,000	30,000,000	30,000,000	---
Special Areas Protected	113	105	113	+8
Permits Issued	4,000	5,000	5,000	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	6,516	5,266	-1,250
(FTE-T)	(157)	(127)	(-30)

The proposed reduction can be accommodated because of the declining need for ORV designation (most of the critical areas have been designated) and ORV management on those areas. With the 1984 program, the BLM will concentrate its ORV management efforts on 24 million acres of the most intensively used acres in the California Desert and other intensively used areas most in need of management to minimize resource damage and reduce user conflicts. Elsewhere, management efforts will be focused on nationally significant areas such as wild and scenic rivers. The BLM will be actively seeking opportunities to rely more heavily on state and local entities to assist the Bureau in managing recreation use or in actually assuming responsibility for recreation areas and sites which are largely of state or local significance.

The estimated 4,000 permits, a number consistent with historic trends, will still be issued since there is a decreased need for monitoring and enforcement. The following table compares program accomplishments for the FY 1984 base and the FY 1984 estimate:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
ORV Designations Completed (acres)	3,000,000	2,000,000	-1,000,000
ORV Management (acres)	30,000,000	24,000,000	-6,000,000
Special Areas Protected	113	97	-16
Permits Issued	5,000	4,000	-1,000

Distribution of change by object class

The object class detail for the proposed decrease of $1,250,000 and 30 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Outdoor Recreation Planner	11	5	$140,000
Outdoor Recreation Planner	9	26	$600,000
Outdoor Recreation Planner	7	9	$175,000
Subtotal		40	$915,000
Less lapse	25%	+10	+229,000
Full-time Equivalent-Total		30	$686,000
Personnel benefits			86,000
Travel and transportation of persons			31,000
Printing and reproduction			20,000
Other services			387,000
Supplies and materials			25,000
Equipment			15,000
Total			$1,250,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Fire Management

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	9,234	9,396	7,446	-1,788	-1,950
	(FTE-T)	(156)	(146)	(146)	(-10)	(---)

Authorization

43 U.S.C. 1748 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for protection of public lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for mutual aid in fire protection.
42 U.S.C. 1856	The Reciprocal Fire Protection Agreement Act of 1955 provides authority for mutual aid in fire protection.

Objectives

The Normal Fire Year Plan (NFYP) presents program objectives and resource requirements for both the Fire Management and the Firefighting and Rehabilitation programs to implement protection and emergency presuppression actions by the Bureau. The following objectives are reflected in the NFYP.

- Provide the optimum mix of trained personnel, logistical support, and communication systems in order to minimize the overall cost of wildfire in dollars, resources lost, and loss of life.

  - to reduce the number of fires that burn more than 10 acres from an annual average of 375 to an annual average of 200 in order to realize the maximum acreage loss of 380,000 acres that can be consumed without disrupting resource utilization and management;

  - to prevent an increase in the number and intensity of man-caused fires;

  - to provide mutual assistance to other Federal and state agencies when fires escape their initial control efforts;

  - to cooperate with other fire agencies to develop mutually-beneficial fire management systems;

- to detect potential lightning fire areas and disseminate the information to 52 field office locations to expedite fire suppression force deployment. Forces will be deployed so initial attack can be made within 30 minutes of the reported lightning fire;

- to deploy smokejumpers during the Strength of Force (SOF) emergency presuppression period in Alaska and in the Great Basin and to follow lightning storm paths as displayed on the automatic lightning detection system in order to move firefighters to remote fires in Colorado, Utah, Nevada, and Alaska before the fires reach 10 acres in size;

- to have 417 ground tanker crews trained and deployed during the SOF period to initially attack more than 1,800 fires in Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, and Wyoming. Annually, this requires 2,000 seasonal firefighters who must be hired, trained, and equipped for the job; and

- to develop a two-fold prevention program in the districts and states to reduce the number of man-caused fires and man-caused disaster fires by 10 percent annually.

° Provide the technology to use fire to enhance resource management, including:

- to develop and implement timber residue burning plans;

- to develop and carry out watershed, grazing, and wildlife improvement burning plans; and

- to develop and implement hazard reduction burn plans.

Base program

Base funding for the Fire Management Program is $9,396,000 and 146 FTE-T.

The Fire Management Program shares with the rest of BLM the purpose of protecting and enhancing the natural resources of the public lands to preserve their capability to meet the resource requirements of the nation. Specifically, BLM is responsible for protecting property and natural resources on 370 million acres of public land from wildfire and ensuring that "prescribed burning" designed to accomplish a variety of resource objectives is safely conducted and controlled.

BLM carries out these responsibilities on lands administered by BLM and other Federal, state, and private agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some state agencies; and by contracts with state and Federal agencies for approximately 6 million acres.

BLM also operates a large fire support center at Boise, Idaho in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center, provides logistic support by mobilizing and coordinating movement of fire suppression resources when the local capability is exceeded and the local agency requests assistance. Also housed at BIFC is the National Fire Radio cache and the BLM fire training development center.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need to increase efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of the Boise Interagency Fire Center. By 1972, BLM had modified its priorities and had begun to emphasize the increase in its detection and initial attack capability. Full implementation of the Normal Fire Year Plan and the Initial Attack Management System is now projected for the mid-1980's.

The passage of the Alaska National Interest Lands Conservation Act (ANILCA) transferred large portions of the lands currently BLM administered to other Interior agencies. BLM has provided the major fire suppression effort for all lands in Alaska, including some state and private lands since BLM was already maintaining a large fire organization to accomplish its mission. The Alaska Native Claims Settlement Act (ANCSA) specified that the Federal government would provide fire suppression for native selected lands until the lands were "income producing."

Secretarial Order No. 3077 of March 17, 1982 directed BLM to provide fire protection to all Department of Interior lands in Alaska and to all native lands transferred under the Alaska Native Claims Settlement Act. This means that BLM will provide fire protection on 197 million acres. In FY 1984, fire protection for all Department of Interior lands in Alaska will be funed from BLM appropriations, and a cost accounting will be done to determine the costs for each agency.

New technology allows fire suppression organizations to locate suppression forces in areas having a high potential for fire ignition and for modifying the suppression force in short time periods to meet the real threat of a fire start and spread. The system provides the accurate location of lightning strikes, the weather conditions, the fuel in the strike area, the calculated survival of the ember, and the spread rate of the fire. The system known as the Initial Attack Management System was tested in FY 1982, and BLM has adopted the system and plans full implementation in the following three phases:

Phase One: Processing the Automatic Lightning Detection System data and Remote Automatic Weather Station data to determine fire probability and distributing the information to the various state offices. This phase will be implemented in FY 1983.

Phase Two: Complete the remote weather station network and provide the fuels inventory data for the 11 Western states and Alaska and provide fire probability analysis at the district offices.

Phase Three: Provide automation of fire logistics and dispatch decision data through the Initial Attack Management data network.

Fire, which is a relatively inexpensive and natural method of vegetative manipulation, is being used more and more due to restrictions placed on other methods.

The fire management program is being accelerated to provide for the use of fire as a tool to modify vegetation to enhance wildlife habitat, improve range forage composition, watersheds, and remove harvest residue, as well as many other applications.

In order to achieve resource management objectives with fire, individual plans must be developed for each fire which will provide the desired results yet accomplish the burn under controlled conditions. This planning effort is time consuming and requires an extensive background in fire control as well as a background in fire effect on natural resources.

The 1982 calendar year fire season was below average. There were 2,626 fires during the fire season with a total of 364,767 acres burned.

The priority accomplishments planned at the base funding level are as follows:

- fire management officers will provide fire application assistance for prescribed burn projects on about 60,000 acres;
- the fire forces will be trained, equipped and dispatched for planned control of about 2,500 fires;
- operate and maintain the BLM share of the BIFC programs in fire preparedness, logistical support, training and communications;
- operate the first phase of a three phase, cost-saving Initial Attack Management System; and
- implement Secretarial Order No. 3077 in Alaska (which requires BLM to provide fire protection to all Department of the Interior agencies in Alaska and to all ANCSA lands) to the extent of providing the core organization and support facility. No additional funds are necessary to implement this order.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Decrease
$	9,396	7,446	-1,950
(FTE-T)	(146)	(146)	(---)

The $1,950,000 decrease is the result of postponing the second phase of the Initial Attack Management System. Planned equipment purchases for the Automatic Lightning Detection and Remote Automatic Weather Station Systems will be deferred, which will delay distribution of the Remote Automatic Weather Stations westwide. The schedule for full implementation of the Initial Attack Management System will be delayed; however, the portion of the system already in operation does increase the efficiency of distribution of the lightning strike and local weather information. Efficiencies can be realized by providing the essential integration of the lightning, weather, and fire behavioral data and as a result reduce initial suppression attack time.

Deferral of the next phase of IAMS can be accomplished without hampering existing system operations, and will permit other resources to be applied to higher priority program needs.

Distribution of change by object class

The object class detail for the proposed $1,950,000 decrease is as follows:

Travel and transportation of things	$ 40,000
Supplies and materials	200,000
Equipment	1,710,000
Total	$1,950,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements					
$	8,568	8,891	11,991	+3,423	+ 3,100
(FTE-T)	(216)	(216)	(306)	(+90)	(+90)

Authorization

43 U.S.C. 1711, 1732 P.L. 94-579	The Federal Land Policy and Management Act of 1976 requires planning for multiple-use management of the public lands.
42 U.S.C. 4321 *et seq.* P.L. 91-190	The National Environmental Policy Act of 1969 requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

The controlling objective of the planning program is to prepare land use plans or amendments to existing plans when the issues require them. The basic issues driving the planning effort in FY 1984 include:

- Meeting court-ordered schedules for grazing EIS's;
- Supporting the Federal coal management and oil shale programs which, starting in FY 1984, will require Resource Management Plans (RMP's) as a base;
- Supporting the wilderness program, using the planning process to help review Wilderness Study Areas (WSA's) to enable the Secretary to make suitable or nonsuitable recommendations to Congress by September 30, 1986; and
- Supporting other Federal land management decisions such as energy development, wildlife and recreation, accelerated public land sale initiative, land pattern adjustments, rights-of-way authorization, and timber management actions.

Base program

Base funding for the Planning Program is $8,891,000 and 216 FTE-T.

The central mandate of the Federal Land Policy and Management Act (FLPMA) is its requirement that BLM prepare and maintain comprehensive multiple use plans for the public lands to guide management of public land resources. These plans are designed to assess the suitability of specific geographic areas to sustain a wide variety of uses and to analyze the effects of alternative uses and levels of use on the environment, on individuals, and on the economics of the communities in which they live. Throughout the planning process, BLM seeks broad public involvement through its advisory committees, through individual contacts with affected individuals and organizations, and in some cases through special cooperative projects.

BLM actually began developing land management plans in the 1960's with multiple use and public participation as basic principles. These basic principles became the core of the planning regulations published on September 6, 1979. These regulations, as required by FLPMA, not only provided for new planning procedures but also consolidated requirements of several other laws and the NEPA regulations of the Council on Environmental Quality (CEQ). These planning regulations established procedures for the conversion of BLM planning efforts from Management Framework Plans (MFP's) to the Resource Management Plan (RMP) system. Proposed revisions of the 1979 planning regulations, if approved, will provide increased flexibility and ability to focus on key issues thus improving the operational efficiency of the planning decisions.

In FY 1984 RMP's and MFP amendments will be the basis for all major management decisions including the analysis of public investments as well as serving as the major guide for determining and coordinating various potential uses of the public lands. These plans will specify the allocation of resources among competing uses and prescribe appropriate management strategies. RMP's are, in most cases, prepared for BLM's smallest administrative units (resource areas) which average about 1.1 million acres in size.

In any one year the planning program includes monitoring, reviewing and interpreting existing plans for adequacy in providing a base for making needed resource decisions, identifying needs and scheduling for new plans, preparation for plans due to start in the next year, new plan starts and ongoing work for plans underway. Plans are scheduled to meet critical decision priorities for a variety of programs including coal, grazing, wilderness and oil shale. Under the revised regulations currently being proposed, the actual planning process is expected to take from 20 to 24 months, a reduction from the earlier requirement of 48 months. A major effort is underway to refine data needs for planning and to reduce the time required for data collection.

The following workload table illustrates the comparison between FY 1983 planned workloads and those associated with the FY 1984 Base program.

Workload Measures	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
New RMP Starts	13	14	12	-2
RMP Completions	---	10	16	+6
Transition MFP Completions	19	20	3	-17
RMP's in progress	23	35	41	+6
MFP amendments (not funded in Planning)	---	21	16	-5

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	8,891	11,991	+3,100
(FTE-T)	(216)	(306)	(+90)

An RMP is prepared if more than one resource issue is involved, while a plan amendment is normally prepared if only one resource issue exists. The following table shows the percentage of plans (RMP's and MFP amendments) in which each resource was at issue in FY 1983. In the case of RMP's, more than one resource was at issue. Therefore, the percentages cannot be totalled to 100 percent.

Issue	% of FY 1983 Plans	% of FY 1984 Base	% of FY 1984 Increase
Minerals			
Oil and gas	42%	30%	22%
Coal	35%	30%	22%
Other minerals	10%	6%	4%
Oil shale	9%	10%	7%
Tar sands	5%	4%	3%
Geothermal	5%	3%	2%
Range	87%	81%	57%
Wilderness	53%	43%	32%
Recreation	3%	21%	13%
Lands and realty	18%	17% 1/	39% 1/
Wildlife	16%	14%	11%
Forestry	8%	4%	3%
Cultural resources	1%	3%	2%

Within the FY 1984 program, $4 million is planned for work related to additional FLPMA land sales and land disposal issues. Funds will be used for 6 new RMP starts and for focusing ongoing RMP's on land disposal issues, to begin 25 additional selected MFP plan amendments, and to complete land use analyses in certain situations where no land use plans currently exist to support future land sales. These funds are necessary for the Bureau to meet its land pattern review and disposal objectives by creating a steady flow of plans with land tenure decisions over the next several years and to ensure full public participation and consultation with state and local governments. The planning will also benefit the Bureau's other resource programs by accelerating resource decisions in comprehensive RMP's and by a thorough consideration of multiple use values in the land pattern review process.

Of the funding add-on received in connection with final action on the FY 1983 appropriations act $900,000 will be applied to the FY 1984 effort for intensifying the planning for future land sales. This amount plus the requested increase of $3,100,000 in this program provide a total of $4 million for FLPMA land sales and land tenure adjustment effort.

1/ Includes FLPMA land sales.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
New RMP starts	12	8	-4
RMP completions	16	16	---
Transition MFP completions	3	3	---
RMP's in progress	41	37	-4
MFP amendment starts	26	51	+25

Distribution of change by object class

The object class detail for the proposed increase of $3,100,000 and 90 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Planning Coordinator	9/11	15	$360,000
Natural Resource Specialist	9/11	35	830,000
Community Planner	9/11	13	298,000
Regional Planner	11/12	24	672,000
Regional Economist	11/12	15	420,000
Clerk-typist	4/5	18	220,000
Subtotal		120	$2,800,000
Less lapse (at 25%)	25%	-30	-700,000
Full-Time Equivalent - Total		90	$2,100,000
Personnel benefits			252,000
Travel and transportation of persons			176,000
Printing and reproduction			175,000
Other services			313,000
Supplies and materials			84,000
Total			$3,100,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	12,791	14,534	13,914	+1,123	- 620
	(FTE-T)	(210)	(210)	(217)	(+7)	(+7)

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The Federal Land Policy and Management Act of 1976 requires preparation and maintenance of an inventory of all public lands and their resources and other uses on a continuing basis and provides for management of the public lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The Paperwork Reduction Act of 1980 provides for coordination of Federal information policy, and as part of this, ensure that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

Objectives

The objectives of the BLM Data Management Program are as follows:

- Improve the reliability, accuracy and utility of the Bureau's lands and minerals records system by continuing development of the Automated Lands and Minerals Record System (ALMRS),
- Complete the BLM ADP/Data Communications Equipment Needs Analysis. This study, started in FY 1983, will determine what equipment is needed to provide cost effective and efficient data management support to Bureau programs during the 1980's and 1990's,
- Explore methods for making data management operations more cost-efficient,
- Provide appropriate ADP systems and programs to meet Bureau data management priorities,
- Process data for at least 15 million acres using established remote sensing techniques in support of BLM field operations requirements,
- Develop Geographic Information Systems improvements to increase support to BLM energy and renewable resource programs.

Base program

Base funding for the Data Management Program is $14,534,000 and 210 FTE-T. The program involves ADP systems analysis, computer programming, computer operations, system and hardware maintenance, data telecommunications, and remote sensing/geographic information systems to support BLM natural resource programs and administrative systems requirements.

The primary efforts in data management involve operation and maintenance of ADP equipment to support BLM resource and administrative programs, developing new computer systems to improve existing operations or meet new needs, and providing technical assistance to all offices. Because data management is still an expanding, new technological field there is considerable management work done on developing policies, plans, standards, procedures and guidance to the field. Part of this management work is in support of Departmental efforts to develop coordinated improvements in this area for all Department of the Interior bureaus and offices.

Automated Data Processing (ADP)

Automated Data Processing in the Bureau is one aspect of an integrated information resources management program. Information resources are managed under the concepts set forth in the final report of the Commission on Federal Paperwork. As an integral part of a total information management approach, ADP resource requirements are dictated by the Bureau's natural resource management mission. Thus, ADP resources, along with the associated information management functions of telecommunications, records and paperwork management and remote sensing, are tied to and support all Bureau units.

The development and acquisition of ADP capability is guided by the BLM Information Systems Steering Committee, composed of the BLM Directorate. Under this approach, a carefully structured and controlled process is used to define user requirements, guide systems design and development, and implement, operate and maintain automated capability. During the definition of user requirements, decisions are made concerning the application of data processing versus other forms of information management, i.e., manual record systems, microfiche, etc. Accordingly, ADP resources and capabilities are applied only when the mission requirements of the Bureau, as specified by on-the-ground users and managers, dictate the use of ADP technology.

The stored information forms the basis of land management decisions involving resources valued in multi-billions of dollars. In addition, the Bureau has a major public service role in providing information about Federal ownership of lands and minerals, and the quantity and location of Federal resources, to state and local governments and the general public. The ADP resources described in this justification will be directed to three principal areas of activity:

1. Operation and maintenance of existing automated natural resource and administrative programs, systems and capabilities.

2. Development, testing and implementation of new ADP programs and systems to support land and mineral records, energy and minerals programs, resource inventory and monitoring, financial management improvements, and other resource program needs.

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in Bureau field offices and operation and maintenance of a central site hardware configuration and state office minicomputers.

ADP resource requirements are dictated by Bureau mission needs, and data processing is managed as part of an integrated information resources program. Decisions concerning the acquisition and use of data processing capabilities are made only after intensive user and management level involvement.

The initial BLM ADP systems concept was based on having a large, centralized computer center at BLM's Denver Service Center (DSC). The current Honeywell 66/80 mainframe computer was acquired in 1978. Most administrative and natural resource ADP systems are run on this equipment. Recently, emphasis has been on enhancing BLM state office on-site data processing capability. Each state office has a minicomputer for general ADP work, and six state offices also have a minicomputer for geographic information systems (graphics) work. To provide these on-site ADP services, each state office has a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office personnel. Work is continuing to transfer selected ADP systems from the DSC mainframe to the state office minicomputers to improve local operations and provide faster, more reliable, and better service for all local users.

Remote Sensing Technology

Remote sensing and geographic information systems also offer examples of how new technology can provide data to help managers make more informed decisions and reduce costs over manual procedures. The following describes some of the current work.

The Bureau emphasizes development of new practical field applications of satellite remote sensing technology designed to reduce manpower requirements in resource applications. In FY 1983, operational remote sensing techniques are being used to accomplish a number of routine Bureau applications in a more cost-effective and rapid manner than presently possible under manual or labor-intensive methods. These include: 1) classifying ground cover for habitat location, chaining, and firewood harvesting; 2) defining range inventory sites by soil type, landform, and vegetation similarities; 3) monitoring soil and vegetation changes to detect unauthorized surface disturbance on BLM land, recovery from catastrophic events such as flood, fire, or drought, and land use effects from reseeding or overgrazing; and 4) developing fuel models for predicting fire danger probability for use with remote automatic weather station data and automatic lightning detection. The remote sensing data base is digitized by geographic location. Consequently, it accommodates a variety of other information such as elevation, slope, aspect, land ownership, road networks, land use, and water sources. The resulting data base can be automatically manipulated, updated, and viewed graphically in a variety of combinations to facilitate rapid and informed resource management decisions.

The use of the remote sensing "ground cover classification" technique is one example of how a technology-intensive rather than labor-intensive method can improve field efficiency. The Digital Image Analysis Laboratory at DSC processes LANDSAT satellite imagery data for use in BLM resource inventory and monitoring work. Range site mapping in Arizona using traditional field methods costs 15 cents per acre. In 1980, using LANDSAT technology, the vegetation cover on 2.5 million acres in Arizona was classified for 7 cents per acre. This cost

included the collection and interpretation of aerial photographs and ground samples used in identifying vegetation and the incorporation of digital terrain (elevation, slope and aspect) and land ownership boundaries into the automated data base. Technological improvements and experience are likely to further reduce computer time and improve efficiency. Preliminary cost figures for classifying over 2 million acres of the Bruneau River Resource Area, Idaho indicate that costs can be reduced to nearly 5 cents per acre.

Computer Graphics

Demonstrated savings in time, funding, and increased accuracy have greatly expanded the demand upon and use of BLM's computer graphics systems. BLM requires a computer graphics system that can manipulate alpha-numeric and digital data and then plan and produce base map overlays for use by field managers in their land management planning, analysis and decisionmaking.

BLM's computer graphics system can analyze data and draw maps as fast as the computer can process the data. The alternative is to continue to send crews of people to the field to manually record the necessary data and manually do the calculations and draw the maps. Based on an identical operation in Wyoming, the automated method is at least 50 percent cheaper.

Automated Land and Minerals Records System

In FY 1983, BLM initiated a major development program to automate the numerous ownership status records and land and mineral case files. This project is called the Automated Land and Minerals Records System (ALMRS). This is a multi-year effort involving coordinated efforts of lands and realty, minerals and data management programs to yield the following benefits:

- Provide more efficient and improved accessibility to a complex set of land status records needed for program management and case adjudication purposes;
- Improve capability to manipulate, maintain, and access ownership status records in an era of increasing land and mineral case activity;
- Decrease the rate of the manual record deterioration from use and age by replacing manual access to hard copy records with an automated output system;
- Reduce response time for lands and minerals case processing and for providing summary data to BLM managers, other agencies, and the public;
- Provide availability of current records data at locations other than the designated BLM state offices;
- Provide capability for direct access to data by BLM personnel, other Federal agency personnel, and user publics through installation of data terminals in the state office public rooms and BLM field offices; and
- Enhance capability to update ownership status and case records more quickly and accurately than is possible with a manual system.

The system is also described in the Realty Operations subactivity, Nonenergy Realty-Lower 48 program element. As stated there, BLM has responsibility for maintaining the official ownership records for lands with Federal ownership or interest. This responsibility includes maintaining the basic patent (conveyance) records, master title plats, and related documents which support all BLM programs and involves approximately 11 million public land record documents including land survey and status records, patents, survey plats, survey field notes, and master title plats or tract books.

Development and implementation of the Automated Land and Minerals System in FY 1984 will cost $6,570,000. In the Realty Operations subactivity, $3,564,000 is proposed for data conversion; and $3,006,000 is proposed in this subactivity (Data Management) for ADP system development and equipment costs. The justification for Realty Operations contains an explanation of the system and justification of the data conversion effort.

In order to implement ALMRS, BLM's mainframe computer and state office minicomputers will need to be altered to provide the required data processing and communications capability. District offices will also require additional support.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	14,534	13,914	-620
(FTE-T)	(210)	(217)	(+7)

The data management portion of ALMRS will cost $3,006,000 in FY 1984. Of this, $1,500,000 is a shift from the Oil and Gas Program to Data Management and is shown as an adjustment to the FY 1984 Base. Details of the proposed $3,006,000 for system development and equipment costs follow:

Automated Lands and Minerals Records System

(dollars in thousands)

	FY 1983 Approp.		FY 1984 Estimate	
	FTE	$	FTE	$
System Development	12	360	12	360
Base Adjustment	---	---	---	1,500
Subtotal	12	360	12	1,860
Additional development, equipment, and systems maintenance (Redirected from lower priority work)	---	---	+7	+1,146
Total	12	360	19	3,006

To cover this shift in program emphasis, redirections of lower priority work will occur and further reductions of $620,000 will be made in existing data management activities, including:

- Other development projects (remaining projects will be mostly small, local applications rather than large Bureauwide efforts);
- Operations and maintenance funds;
- ADP telecommunication funds; and
- Remote sensing applications.

The change in the "mix" of FY 1984 costs can be seen in the following table:

(dollars in thousands)

Workload Elements	FY 1984 Base Units	FY 1984 Base $	FY 1984 Estimate Units	FY 1984 Estimate $	Increase (+) or Decrease (-) Units	Increase (+) or Decrease (-) $
ALMRS	---	3,006	---	3,006	---	0
Development Projects (#)	40	250	30	150	-10	-100
Remote Sensing Applications (acres)	10,000	900	15,000	850	+5,000	-50
ADP Telecommunications System ($)	---	1,200	---	1,100	---	-100
ADP Operation and Maintenance (O&M) ($)	---	9,178	---	8,808	---	-370
TOTAL ($)		14,534		13,914		-620

Distribution of change by object class

The object class detail for the proposed decrease of $620,000 and increase of 7 FTE-T follows:

Position Title	GS-Grade	No. of Positions	Annual Salary
Computer Programmer	11	4	$114,000
Computer Specialist	9/11	5	$125,000
Subtotal		9	$239,000
Less lapse(at 25%)	25%	-2	-60,000
Full-time Equivalent-Total		7	$179,000
Personnel benefits			22,000
Communications, utilities, and other rents			-$140,000
Other services			-$441,000
Supplies and materials			-$240,000
Total			-$620,000

Activity: Cadastral Survey

(dollar amounts in thousands)

Program Element		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Alaska	$	9,897	10,140	10,140	+243	(---)
	(FTE-T)	(167)	(167)	(167)	(---)	(---)
Other States	$	11,384	11,707	10,707	-677	-1,000
	(FTE-T)	(327)	(327)	(312)	(-15)	(-15)
Total Requirements	$	21,281	21,847	20,847	-434	-1,000
	(FTE-T)	(494)	(494)	(479)	(-15)	(-15)

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The Federal Land Policy and Management Act of 1976 (FLPMA) authorizes the delineation of boundaries of the public lands.
43 U.S.C. 1612 P.L. 92-203	The Alaska Native Claims Settlement Act of 1971 (ANCSA) requires the survey of Alaska Native Lands for conveyance to native associations and individuals.
48 U.S.C. 2 P.L. 85-508	The Alaska Statehood Act, as amended, requires the survey of lands for state selection.
16 U.S.C. 3101, et seq P.L. 96-487	The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) requires maps and legal descriptions.

Objectives

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal public domain lands. Immutable boundaries of the public lands must be delineated on the ground and in the official records, as determined by a cadastral survey. Cadastral survey is a prerequisite to:

- actual conveyance of public land (e.g., Alaska Native allotments and state selections);
- establishing precise on-the-ground boundaries for leases or other uses of the public lands (e.g., in Wyoming the restoration of old original surveys on coal lease lands that will affect millions of dollars of resources); and

- determining precise boundaries to avoid (a) trespass by either private parties against the government or by the government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain.

The Bureau executes 90 percent of the actual field surveys with its own personnel, while 10 percent are accomplished by contract or by other government agencies under delegation from BLM. BLM is responsible for all of the official survey records (plats and field notes). There is a current agreement with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; these surveys must, however, be approved by BLM. The BLM/FS agreement will permit an increase in the number of legal cadastral surveys on FS-administered lands. This will benefit administration of all programs by helping resolve trespass and unauthorized occupancy cases and promoting maximum utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the method of survey to be used and is responsible for all records management following survey approval.

Three major types of cadastral surveys are executed on the public lands: original surveys, resurveys, and special surveys.

- Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the public lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except those required for Alaska land conveyances and a few in the other states required for trespass abatement and resource management.

- Resurveys are executed to re-establish the boundary executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, coal and geothermal development, and other resource development. Approximately 10 percent of re-surveys are completed at the request of other Federal agencies.

- Special Surveys are those that do not fall into either of the above two categories. These include surveys of public land islands omitted from original surveys, correction of fraudulent or ommitted land surveys, mineral surveys of lode mining claims and Indian reservations, and many special surveys in Alaska, such as townsites, trade and manufacturing sites, Native allotments, and homesites.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates this type of survey only when needed to solve a specific management problem. The workload elements used under "other surveys" are broken out by the resource being supported, i.e., lands, energy, forestry, etc. However, funding is not allocated by resource, and acreages are only estimates based on historical data to show impacts of funding level. It is difficult to anticipate which specific management problems by resource type will actually require surveys in FY 1984.

The BLM Cadastral Survey program is divided into two major elements with substantially different work requirements and support needs -- Alaska and the Other States. For presentation purposes, they are addressed separately.

ALASKA SURVEY

Objectives

All planned surveys in support of Alaska programs are required by recent Acts of Congress or existing land laws. The Alaska cadastral survey objectives are to:

- Complete surveys of the remaining 13,932,000 acres (exterior boundaries) of land selected under ANCSA by 1990;
- Complete surveys of the remaining 58,513,000 acres (exterior boundaries) of land selected by the State by 2005;
- Survey 522 Native Allotments and other small tracts within lands to be conveyed or transferred under ANILCA, ANCSA and the Alaska Statehood Act.

FY 1984 Program

At the 1984 proposed funding level of $10,140,000 and 167 FTE-T, the Alaska program capability will be to:

- Survey 1,300 miles of boundary line and establish 1,285 monuments on 1,240,000 acres as a step in eventual conveyance of a total of 44 million acres to Alaska Natives (as required by the Alaska Native Claims Settlement Act);
- Survey, in furtherance of the Alaska Statehood Act, 400 miles of boundary lines and establish 500 monuments on 200,000 acres. This is a step in eventual conveyance of a total of 104.5 million acres to the State of Alaska (the State is also requesting survey work other than that required for conveyance, which will be done by BLM on a reimbursable basis);
- Survey 477 native inholdings of the 7,000 remaining from the Native Allotment Act of 1906; and
- Survey 45 small tracts covering about 7,000 acres for homesites, homesteads, trade and manufacturing sites, and archaeological sites.

The output comparisons from FY 1983 to FY 1984 are:

Workload Measure	FY 1982 Actual		FY 1983 Approp.		FY 1984 Estimate		Increase (+) or Decrease (-)	
	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number	Acres (000)	Number
ANCSA	2,943		1,240		1,240		---	
State Selections	2,000		2,300		200		-2,100	
Native Allotments		275		310		477		+167
Other parcels (home, trade and manufacturing sites)		36		45		45		---

Changes in workload in FY 1984 reflect demand rather than changes in funding. The large exterior-type boundary surveys are nearly completed. The remaining ANCSA and a portion of the remaining state selections to be surveyed are located in areas of the state where terrain, climatic conditions and required logistical support will cause a large increase in the cost per acre of the areas to be surveyed.

OTHER STATES

Objectives

The planned surveys in the 48 contiguous states are resurveys and special surveys. They are planned and conducted in direct support of land, energy, minerals, and renewable resources program needs. No provision has been made for public land system grid surveys (original surveys) unless required by a specific resource program objective.

Base program

At the base funding level of $11,707,000 and 327 FTE-T, the Bureau will survey 1,655,000 acres in direct support of specific resource programs as follows:

- 580,000 acres for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, proposed exchanges, and efforts to solve some of the unauthorized occupancy situations which exist throughout the Western states and in some Eastern states;

- 700,000 acres for energy development programs in areas of extensive intermingled lands. Surveys will permit land ownership identification and, ultimately, will expedite energy development exploration;

- 195,000 acres of boundary surveys for forestry operations to support planned timber sales; and

- 180,000 acres for multiple-use resource programs to delineate legal property boundaries in support of planned management actions or needs, such as trespass abatement.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Acres (000)				
Lands	460	495	580	+85
Energy	620	665	700	+35
Forestry	150	150	195	+45
Multiple-Use	170	170	180	+10

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	11,707	10,707	-1,000
(FTE-T)	(327)	(312)	(-15)

The proposed program level of $10,707,000 will ensure that the high priority lands and minerals programs are fully supported. Official cadastral surveys for forestry and other resource programs will be limited to areas that require reestablishment of monuments or major subdivision boundaries. Resource programs operating in areas where major subdivision is not necessary and where all monuments exist will be able to accomplish all planned workloads by using administrative surveys to locate property boundaries. Administrative surveys are done in conjunction with project layout and are funded by the resource programs.

The following table shows planned workload accomplishments at the FY 1984 Estimate level:

Workload Measure	FY 1984 Base Acres (000)	FY 1984 Estimate Acres (000)	Increase (+) or Decrease (-)
Lands	580	580	---
Energy	700	700	---
Forestry	195	165	-30
Multiple Use	180	130	-50

Distribution of change by object class

The object class detail for the proposed decrease of $1,000,000 and 15 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Survey Technician			
Land Surveyor	7/11	19	$483,000
Less lapse (at 25%)	25%	+4	+121,000
Full-time Equivalent - Total		15	$362,000
Personnel benefits			44,000
Travel and transportation of persons			87,000
Transportation of things			113,000
Communications, utilities, and other rent			14,000
Other services			380,000
Total			$1,000,000

Justification of Program and Performance

Activity: Firefighting and Rehabilitation

(dollar amounts in thousands)

Subactivities		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Firefighting and Presuppression	$	4,150	4,150	4,150	---	--
	(FTE-T)	(923)	(932)	(932)	(+9)	(--)
Rehabilitation	$	600	600	600	---	--
	(FTE-T)	(11)	(12)	(12)	(+1)	(--)
Total Requirements	$	4,750 1/	4,750	4,750 2/	---	--
	(FTE-T)	(934)	(944)	(944)	(+10)	(--)

Authorization

P.L. 97-394 The General Provisions of the Appropriation Act for the Department of the Interior and Related Agencies, authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the emergency rehabilitation of burned lands.

Objectives

- Provide the forces necessary to manage, detect, and suppress wildfires in order to maintain the productivity of the public lands; and
- Provide the initial funding to take immediate actions to reduce the damage resulting from wildfires or other natural disasters.

FY 1984 Program

The proposed funding level in this program is only the minimal amount required to initiate the presuppression, suppression, and rehabilitation programs at a token level.

1/ Firefighting and rehabilitation expenditures depend on the actual occurrence and severity of fires or other natural disasters and vary from year to year. Funding to cover total firefighting and rehabilitation expenditures is requested through supplemental appropriations. For FY 1983 a supplemental appropriation of $45 million is being requested separately.

2/ The amount requested for FY 1984 is only the minimum amount needed to initiate emergency actions. FTE-T are accounted for here to reach Bureauwide totals although funding for most of these FTE's is provided through the annual firefighting supplemental.

FIREFIGHTING AND PRESUPPRESSION

The Firefighting and Presuppression Program includes:

A. Management: This category includes the required permanent workforce necessary to initiate and manage the fire preparedness and suppression program and includes the planning, evaluation, and management necessary to carry out the suppression effort. Only permanent personnel assigned specifically to management of the fire suppression program are funded in this category.

B. Presuppression: These functions are performed to prepare the fire suppression forces to suppress an average of 2,500 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 327 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multipurpose aircraft; inventorying and stocking fire supply caches; activating 120 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season.

C. Suppression: These functions include all actions directly tied to suppressing a specific fire and include costs of: personnel for fire management and suppression; equipment and aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; suppression supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category.

REHABILITATION

Rehabilitation costs are incurred to prevent land degradation and other dangerous situations due to damage by fire, flood, or other natural disaster. This subactivity provides funds for specific projects and includes such costs as emergency reseeding on a burned area to establish a vegetative cover to reduce wind and water erosion damage; construction of temporary water diversion structures; temporary fencing to prevent animals from killing the revegetated areas; chaining or felling of fire damaged trees to reduce erosion from water runoff; and felling of fire damaged trees in high use recreational areas.

Aircraft Acquisition

In response to FY 1983 Appropriations Committee directions to utilize full service, seven-month contracts, the Bureau does use full service contracts, through the Office of Aircraft Services, for all aircraft except a Bureau-owned Convair 440 located at BIFC and a Lockheed Electra L-188, which is a Bureau-operated contract aircraft.

Activity: Technical Services
Subactivity: Resource Protection

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	2,004	2,036	2,036	+32	---
	(FTE-T)	(26)	(26)	(26)	(---)	(---)

Authorization

43 U.S.C. 1733
P.L. 94-579

The Federal Land Policy and Management Act of 1976, Section 303 (a), authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of public lands, including the property located on these lands. Under the Act, the Secretary may authorize Federal personnel or contract with other Federal agencies and appropriate local officials to carry out his law enforcement responsibilities.

Objectives

The objectives of the Resource Protection Program are to:

- Ensure compliance with all Federal laws, and appropriate state and local laws, governing the management, use, and protection of the public lands and resources as directed by FLPMA; and

- Protect the natural resources from unlawful activities and investigate incidents of unlawful acts against public land resources promptly and professionally through an effective law enforcement program.

FY 1984 Program

The FY 1984 Base and Estimate for the Resource Protection Program is $2,036,000 and 26 FTE-T.

Section 303 of FLPMA encouraged BLM to enter into contracts and cooperative agreements with state and local law enforcement agencies to enforce Federal and state laws on public lands. Since FY 1978, cooperative agreements have been signed with local law enforcement agencies in most of the Western States to enforce state and local ordinances on public lands, rather than Federal laws.

The actual number of cooperative agreements varies from year to year, because agreements may be on a county-wide basis, for specific problem areas only, or for a specified, limited time period such as long holiday weekends. With the proposed level of funding, an estimated 52 cooperative agreements will be in effect.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Estimate	Increase (+) or Decrease (-)
Cooperative agreements signed	51	52	52	---
Average cost per agreement	$16,500	$17,000	$17,000	---
Cooperative agreements by state				
Alaska	1	1	1	---
Arizona	3	3	3	---
California	11	11	11	---
Colorado	3	3	3	---
Idaho	7	7	7	---
Montana	3	3	3	---
Nevada	3	3	3	---
New Mexico	3	3	3	---
Oregon	10	11	11	---
Utah	3	3	3	---
Wyoming	3	3	3	---
Eastern States	1	1	1	---

BLM law enforcement agents monitor each cooperative agreement. Resources being protected through cooperative agreements vary from state to state and by the nature of the problem. Following are several examples:

Timber trespass and theft continues to be an important resource protection concern. Such thefts vary from large areas of timber being cut and removed from public lands to the theft of a single western red cedar tree. Investigations include people involved in all facets of the timber harvesting operation. In the case of single tree thefts, one individual at night with a power saw and truck can fell a tree, cut it into shingle bolts, load it on a truck, and be out of the county by daylight. Cooperative agreements have been signed with counties in Oregon and Idaho where these violations are most prevalent. The investigation of a timber theft incident in California led to the discovery of an organized commercial theft ring that was operating throughout the region. Prosecution is pending. Financial recovery may total up to $250,000.

Plunder of Indian graves and theft of cultural artifacts are two aspects of theft which continue to increase on public lands. This is not just a matter of picking up arrowheads; it is big business. The thieves use equipment ranging from bulldozers to electronic probes. Helicopters and citizen band radios are used to spot approaching rangers or police patrols. The thieves systematically loot sites for commercial purposes without regard to the impact and illegality of their acts. In some areas, the value of artifacts stolen amounts to millions of dollars.

The Red Rock Canyon Recreation Lands is an area of public lands near Las Vegas, Nevada that is subject to intensive recreational use. It also has serious law enforcement problems. Since BLM presence in the Red Rock Canyon area was established in 1967, documentation has been developed on a wide variety of illegal incidents which have occurred. Each year the number of reported cases has increased. Now that a full staff is in the field on a daily basis, incidents are encountered more and more frequently. A significant number of these are quite serious. The types of activities encountered run the full range from minor resource damage and misdemeanor offenses to felony crimes. With increased

presence in the field, the BLM and State of Nevada visitor services specialists are beginning to get a more accurate picture of the high level of violations which have been occurring all along, but which went unreported in the past. Littering, illegal ground fires, and unrestricted camping are daily occurrences and have proven almost impossible to control without enforcement authority. Other more serious activities include: speeding, wrong-way and reckless driving, alcohol abuse and minors in possession (frequently resulting in driving under the influence), vandalism to BLM facilities and visitor vehicles, theft of visitor property, dumping of stolen cars (a very frequent occurrence, usually the cars are also destroyed by fire), and attemped and completed homicides, rapes, and suicides.

A cooperative agreement with the Nevada Division of State Parks for law enforcement in the Red Rock Canyon Recreation Lands will be continued and increased in FY 1984.

Direct BLM Protection Activities

Case investigation continues to be the mainstay of BLM law enforcement work. It provides the contacts which give exposure and visibility to resource protection personnel and acts in many cases as a deterrent to further violations.

At least one BLM special agent is assigned to each Western state office with two each in most state offices, three in the Eastern States Office, and four each in the California State Office and the Headquarters Office.

The following table summarizes projected casework in FY 1983 and FY 1984.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Estimate	Increase (+) or Decrease (-)
Investigations:				
Wild horse and burro	142	40	40	---
Timber theft	35	50	50	---
Range arson	19	20	20	---
Antiquity theft and destruction	260	360	360	---
Vegetative theft	34	60	60	---
Mineral theft and fraud	277	150	150	---
Desert land entry fraud	2	5	5	---
Theft and destruction of government property	36	150	150	---
Recreation site violations	36	150	150	---
Occupancy trespass	9	15	25	+10
Total	850	1,000	1,010	+10

Investigations conducted by BLM special agents have resulted in Federal convictions for theft of coal; oil and gas lottery fraud; theft and destruction of archaeological resources, timber, native desert vegetation, minerals, and wild horses and burros; and unauthorized use.

Fines for these convictions have ranged from $100 to $125,000. Judgments arising from these investigations will return about $1 million to the Federal government. Fines and judgments for Federal convictions and judgments are projected to total $1,138,000 for FY 1984. Dollar figures have not been computed for relinquished oil leases.

The General Accounting Office in their report entitled "Illegal and Unauthorized Activities on Public Lands--A Problem with Serious Implications," dated March 10, 1982, identified the growing of marijuana on the public lands as a serious and large scale problem--not solely from the trafficking in marijuana but, more importantly, the safety of the general public who may wish to use the public lands. According to California Department of Justice estimates, the commercial marijuana market amounts to about $1.2 billion in California. Many of these growing areas are in remote areas on National Forest and BLM lands. BLM, working in full cooperation with other concerned Federal agencies and state and local law enforcement agencies, will aggressively pursue the eradication of marijuana growing on the public lands.

Justification of Program and Performance

Activity: Technical Services
Subactivity: Maintenance and Engineering Services

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from Base
Building Maintenance	$	3,265	3,348	2,848	-417	-500
	(FTE-T)	(66)	(66)	(55)	(-11)	(-11)
(Energy Conservation Retrofit)	$	(84)	(87)	(--)	(-84)	(-87)
	(FTE-T)	(2)	(2)	(--)	(-2)	(-2)
Recreation Maintenance	$	3,613	3,727	3,547	-66	-180
	(FTE-T)	(88)	(88)	(84)	(-4)	(-4)
Transportation Maintenance	$	2,990	3,073	2,223	-767	-850
	(FTE-T)	(60)	(60)	(41)	(-19)	(-19)
Engineering Services	$	936	973	1,123	+187	+150
	(FTE-T)	(38)	(38)	(40)	(+2)	(+2)
(Energy Conservation-Technical Surveys)	$	(77)	(80)	(80)	(+3)	(--)
	(FTE-T)	(2)	(2)	(2)	(--)	(--)
Total Requirements	$	10,804	11,121	9,741	-1,063	-1,380
	(FTE-T)	(252)	(252)	(220)	(-32)	(-32)

Authorization

43 U.S.C. 1701, 1731-32
1762, 1872
16 U.S.C. 460Y-8

Federal Land Policy and Management Act of 1976 provides authority for:

- maintenance of roads required for protection, development, and management of lands for utilization of forest and other resources; and

- directs that public lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

16 U.S.C. 594
P.L. 67-315

The Timber Protection Act of 1922 provides for the protection of timber owned by the United States from fire, disease, or insect ravages.

During the period of 1973-1983, the Bureau will have spent $80 million in capital investments for buildings, recreation facilities and roads. In total, the estimated in-place value of these capital facilities and buildings owned and constructed by BLM is almost $360 million. The proposed maintenance expenditures of $8,618,000 represent 2.4 percent of the capital investment for maintenance used for upkeep and protection of the investment.

BUILDING MAINTENANCE

Objectives

- Provide maintenance on 132 BLM-owned office buildings, 700 other BLM-owned buildings and associated water and sewer systems; and

- Provide retrofit maintenance (add insulation, storm windows, utility system control units, and other energy conservation measures identified in technical surveys as being cost effective) on 21 BLM-owned buildings.

Base program

The base program level of $3,348,000 and 66 FTE-T provides maintenance of BLM-owned office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards (outside of Western Oregon). Maintenance includes:

- Minor maintenance such as repainting and replacing broken windows;

- Major maintenance such as repairing sewage systems and facilities and minor structural repairs;

- Energy retrofitting such as storm windows, insulation, control systems, and more efficient heating and cooling systems; and

- Grounds work - mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Out of 1,400 buildings, BLM will maintain 132 office buildings and about 700 other buildings. The remainder either do not require maintenance or the maintenance must be postponed to future years. BLM will also maintain 177 water and sewage systems. Most of this maintenance work will be obtained through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	3,348	2,848	-500
(FTE-T)	(66)	(55)	(-11)

At the requested funding level, BLM will provide maintenance on all of its 132 office buildings. Maintenance priorities are:

- Correction of fire safety deficiencies,
- Maintenance to protect useful life of structures, and
- Maintenance to improve efficiency of buildings including energy conservation retrofit projects identified by technical surveys in the Engineering Services program element.

Energy conservation retrofit projects of $87,000 will be postponed until later years to allow accomplishment of higher priority work.

Distribution of change by object class

The object class detail for the decrease of $500,000 and 11 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Civil Engineer	9	15	$350,000
Less lapse	25%	+4	+87,000
Full-time Equivalent - Total		11	$263,000
Personnel benefits			33,000
Transportation of things			3,000
Other services			81,000
Supplies and materials			120,000
Total			$500,000

RECREATION MAINTENANCE

Objectives

- Maintain 436 developed recreational sites on the public lands (outside of Western Oregon) at a standard that will
  - protect public facilities, investments and appurtenant resource values and
  - remove or correct health or safety hazards such as inadequate sanitary facilities and hazardous water supplies.
- Provide minimal cleanup and hazard reduction at about 5,000 undeveloped public land sites receiving recreational use to ensure public safety and protection for the surrounding natural resource values.

Base program

Base funding of the Recreation Maintenance Program is $3,727,000 and 88 FTE-T.

The principal costs in maintaining recreation sites are:

- trash collection
- installation and maintenance of water purification systems;
- repair of structures (picnic facilities, restrooms, etc.);
- removal of hazards such as dead trees, excess fire fuel, old mine shafts, etc.;
- repair or replacement of signs; and
- replacement of unsanitary pit toilets with vault installations.

The $3,727,000 requested in FY 1984 will help to ensure safe, hazard-free and sanitary conditions for visitors to the public lands. This includes $2,412,000 for trash collection, installation and maintenance of water purification devices, and repair of structure facilities at 436 developed recreation sites. The remaining $1,315,000 will be used for clean up of about 5,000 picnic and undeveloped sites, removal of 150 hazards, and replacement of unsanitary pit toilets with vault installations.

Examples of the need for cost-effective maintenance can be found in most BLM districts, but the recreation sites on the Lower Colorado River and the Imperial Sand Dunes Area in California illustrate the maintenance requirements that BLM faces. The Bureau has invested over $1.5 million in the construction of facilities in these areas. Without a scheduled preventive maintenance program to protect water, sewer, and electrical systems, buildings, roads, and parking areas, BLM will soon face replacement costs that approach the total capital investment.

The Lower Colorado River and the Imperial Sand Dunes areas support over 7 million visitor use days. This level of use is comparable to the use received by some areas of the National Park System.

Failure to take the necessary actions could require closing the areas resulting in a loss of the public's investment and serious health and safety hazards.

In order to ensure more effective use of maintenance funds, BLM is including a periodic maintenance schedule as part of the design requirements on all new projects.

During FY 1983 and FY 1984, BLM will maintain 436 developed campsites consisting of 4,726 "Family Units." 1/ An additional 5,400 picnic and undeveloped sites receive minimum maintenance to protect users' health and safety. Maintenance funds will be concentrated on the intensively used recreation areas where both visitor use and BLM's investment is the greatest.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	3,727	3,547	-180
(FTE-T)	(88)	(84)	(-4)

At the requested funding level, maintenance of 1,000 undeveloped sites will be postponed or will receive less frequent maintenance. Such postponement will mean no placement of trash collection receptacles, portable toilets, or signs in areas which are not in close proximity to developed areas. Available funding will be used for developed areas receiving heaviest use.

Distribution of change by object class

The object class distribution for the proposed decrease of $180,000 and 4 FTE-T will be as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Recreation Specialist	11	2	$56,000
Recreation Technician	7	2	34,000
Recreation Aid	5	1	16,000
Subtotal		5	$106,000
Less lapse	25%	+1	+26,500
Full-time Equivalent - Total		4	$79,500
Personnel benefits			9,500
Other services			72,000
Supplies and materials			19,000
Total			$180,000

TRANSPORTATION MAINTENANCE

Objective

- To maintain over 9,000 miles of roads, 550 miles of trails, and approximately 30 major bridges on public lands outside of Western Oregon in order to:
  - prevent expensive replacement or rehabilitation,
  - protect the government's capital investment,
  - increase the safety of public users of the roads,
  - reduce erosion, and
  - maintain the usefulness of roads for the purpose for which they were constructed.

Base program

Base funding for the Transportation Maintenance Program is $4,073,000 and 60 FTE-T.

The public lands outside of Western Oregon include 44,000 miles of roads, about 5,000 miles of trails, and approximately 250 major bridges. At the FY 1984 base level the Bureau will:

- Maintain about 8,055 miles of road at an average cost of $324 per mile,

1/ A "Family Unit" is the facility that a typical family would use at a developed campground and will normally consist of a parking space, table, fire or barbecue site with associated water, sewage, and trash facilities.

- Maintain 39 bridges at a cost of $3,878 each, and
- Maintain 1,625 miles of ungraded roads and trails at a cost of $193 per mile.

About 95 percent of BLM road and trail maintenance is performed by private contractors. Maintenance varies depending on the purpose of the road, but generally includes:

- Grading to repair damage from erosion,
- Stabilization of shoulders to protect surfacing,
- Resealing or repaving,
- Replacement of individual culverts, and
- Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal examples are timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). Emphasis is placed on those roads, trails, and bridges that receive the greatest use and which have the greatest potential for erosion if maintenance is deferred. Most of BLM's roads are unsurfaced, and erosion will render them unusable if they are not repaired promptly. Also, many roads and trails are receiving increased usage by the public -- particularly recreation users -- and must be adequately maintained to protect user safety.

The Bureau will also perform corrective maintenance of roads, trails, or structures that are damaged by storms.

Workload Measure 1/	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Roads surfaced (miles)	710	644	644	--
Roads graded (miles)	8,080	7,161	7,610	+449
Trails (miles)	314	1,625	1,625	--
Bridges (#)	14	38	39	+1

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	3,073	2,223	-850
(FTE-T)	(60)	(41)	(-19)

At the requested funding level, essential maintenance will be performed on those roads, trails and bridges receiving the heaviest resource managementoriented use. The remaining transportation facilities will receive emergency maintenance only.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Roads surfaced (miles)	644	500	-144
Roads graded (miles)	7,610	5,530	-2,080
Trails (miles)	1,625	1,163	-462
Bridges (#)	39	24	-15

Distribution of change by object class

Position Title	GS Grade	No. of Positions	Annual Salary
Engineering Technician	11	15	$425,000
Clerk	4	5	95,000
Equipment Operator	WG-8	5	68,000
Subtotal		25	$588,000
Less lapse	25%	+6	+147,000
Full-time Equivalent		19	$441,000
Personnel benefits			53,000
Transportation of things			12,000
Other services			134,000
Supplies and materials			210,000
Total			$850,000

ENGINEERING SERVICES

Objectives

- Provide engineering, survey and design, and other professional engineering-architectural services for the development and operation of the Bureau's physical facilities;
- Provide technical engineering assistance to resource management programs; and
- Operate sign shops at Kingman, Arizona and Rawlins, Wyoming.

Base program

The FY 1984 base program of $973,000 and 38 FTE-T consists of $800,000 for engineering services and $173,000 for operation of the Bureau's two sign shops.

1/ Units have been adjusted from FY 1983 Justifications to reflect more recent information.

In addition to the survey and design work for buildings, roads and trails, and recreation facilities, the Bureau's engineering personnel perform a number of other services including:

- Dam safety review (through design, evaluation, and rehabilitation of structures); and

- Expert review of dam safety problems in emergency situations, bridge inspections and repairs, and road washouts.

The two sign shops operated by the Bureau produce about 15,000 signs annually. If BLM does not make the signs, regulations require that the work be contracted to Prison Industries. Building the signs in-house allows BLM to meet a variety of needs, still conform to standards, and do so at a savings to the government by reducing transportation costs. Consolidating all sign-making in two facilities allows maximum efficiency.

The 15,000 signs that are installed or replaced each year provide:

- Information to the public at Bureau office complexes and on recreational sites;

- Directional, location or boundary identification assistance to the public and for program management purposes by signing roads, projects and major topographic features; and

- Safety and interpretive signs to protect the public and help them better understand and appreciate the natural resources around them.

Workload Measure	FY 1983 (FTE's)	FY 1984 (FTE's)	Increase (+) or Decrease (-)
Facility maintenance studies	4	4	---
Building condition surveys, including electrical, mechanical, sanitation and structural	3	4	+1
Energy conservation inspections and analyses	2	2	---
Site studies for future project needs	3	3	---
Technical assistance on drinking water system maintenance and inspection to meet health and safety requirements	3	3	---
Employee safety review and analysis	4	4	---
Construction contract inspection	2	2	---
Bridge conditions surveys and load rating (requires a registered engineer)	3	4	+1
Technical assistance for R/W stipulations compliance and design approval for energy and minerals programs	3	3	---
Technical assistance for transportation systems management	4	4	---
Dam safety inspections and analyses	1	1	---
Sign production	6	6	---

The workload measures shown above for FY 1983 and FY 1984 are the current best estimate of priorities, demands and tasks which will require professional engineering assistance in these years. Also, the same skilled individuals who would work on these tasks will work an equal or greater portion of their time providing engineering assistance to range, wildlife, coal, and geothermal projects and be paid from those subactivities.

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	973	1,123	+150
(FTE-T)	(38)	(40)	(+2)

Technical condition surveys will be increased to ensure that maintenance funding is targeted at the highest priority projects. Bridge and building inspections will be increased to direct funding first to meet safety requirements and second to protect the usability and life of the structures.

Distribution of change by object class

The object class detail for the proposed increase of $150,000 and 2 FTE-T follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Civil Engineer	11	1	$28,000
Engineering Technician	7	2	38,000
Subtotal		3	$66,000
Less lapse	25%	-1	-17,000
Full-time Equivalent		2	$49,000
Personnel benefits			6,000
Travel and transportation of persons			6,000
Transportation of things			3,000
Other services			86,000
Total			$150,000

Justification of Program and Performance

Activity: General Administration

(dollar amounts in thousands)

Program Element		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Executive and Managerial Direction	$	5,482	5,781	5,781	+299	---
	(FTE-T)	(106)	(106)	(106)	(---)	(---)
Equal Employment Opportunity	$	2,000	2,040	2,040	+40	---
	(FTE-T)	(81)	(80)	(80)	(- 1)	(---)
Administrative Services and Support	$	32,711	34,843	36,766	+4,055	+1,923
	(FTE-T)	(1,079)	(1,125)	(1,177)	(+98)	(+52)
Bureauwide Fixed Costs	$	34,116	38,538	41,572	+7,456	+3,034
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	74,309	81,202	86,159	+11,850	+4,957
	(FTE-T)	(1,266)	(1,311)	(1,363)	(+97)	(+52)

Authorization

43 U.S.C. 1713, 1748 P. L. 94-579	The Federal Land Policy and Management Act of 1976 (FLPMA), Section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by Section 403 of the Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451, note).
42 U.S.C. 2000	Civil Rights Act of 1964, as amended requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.
Executive Order 11478	Requires that affirmative program of equal employment opportunity for all employees and applicants for employment be established and maintained.

P.L. 97-177 Prompt Payment Act of 1982 requires that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in procurement documents when they are issued. In addition, the act requires the payment of interest penalties when invoices are not paid on time.

Funding Sources

Funding of the general administration expenses of the Bureau is provided from two sources: (1) the direct appropriation of funds provided from this activity and (2) credits from indefinite appropriation accounts, reimbursements, and allocation accounts. In FY 1984, the total funding from all sources is estimated as follows:

Fund Source Table
(dollar amounts in thousands)

Source	FY 1982 Actual	FY 1983 Estimate	FY 1984 Estimate
General Administration activity, MLR	$76,647	$74,309	$86,159
MLR-Reimbursements	1,928	1,400	1,400
Range Improvements appropriation	675	600	600
Payments in Lieu of Taxes appropriation	200	200	200
Service Charges, Deposits, & Forfeitures appropriation	375	350	900
Road Maintenance-Permanent appropriation	150	200	200
Trust Funds	35	35	35
Allocation Accounts from other agencies	86	85	85
Fire and other accounts	803	---	---
Total Available for Administrative Expenses	$80,899	$77,179	$89,579

Objective

The objective of the General Administration Program is to provide general administrative support to all Bureau programs and organizational levels by providing executive and managerial direction, equal employment opportunities, fiscal management, records and directives management, budget and program development, personnel administration, procurement and contracting services, property management, and funding for a variety of fixed costs.

In addition to providing the necessary general administrative support, the objective is also to provide that support at the lowest possible cost. The FY 1984 Estimate for General Administration is a proposed funding level that is only 14.7 percent of the total FY 1984 Estimate for the Bureau. This percentage is well within recognized acceptable levels for administrative costs and efficiency.

Within the General Administration activity in total, $3.5 million (including an increase of $1 million and 26 FTE in procurement to process increased contract workloads, and $2.5 million in the base program to maintain existing levels of support services and fixed cost funding) is associated with support for the accelerated lands sale and land pattern adjustment program.

EXECUTIVE AND MANAGERIAL DIRECTION

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease - From Base	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Executive & Managerial Direction	$ 5,482	106	$5,781	106	$5,781	106	---	---
Executive Direction -								
Headquarters Office	900	15	948	15	948	15	---	---
State Offices/DSC	2,420	44	2,552	44	2,552	44	---	---
Managerial Direction -								
District Offices	2,162	47	2,281	47	2,281	47	---	---

FY 1984 Program

The directorate level positions in the headquarters office included in the executive and managerial direction element are the Director, the Associate Director, two Special Assistants to the Director, three Deputy Directors, the Assistant Director - Administration, and their immediate office secretaries. The other Assistant Directors and their staffs are funded by the benefiting activities and programs for which they are responsible.

The Headquarters directorate is responsible for developing general and specific resource management and administrative policy and for providing direction to 12 state offices, the Service Center, and the Boise Interagency Fire Center. The directorate also represents the Bureau and its public resource management programs to the Department, Congress, other Federal agencies, and international organizations with interests in resource utilization and management.

The executive direction positions in the state offices include the 12 state directors, the associate state directors, and immediate office secretarial support. This state directorate level is responsible for implementing national policy by providing policy interpretation and program guidance and ensuring consistent application and implementation of Bureau policy and procedures through program direction over field operations.

The director of the Service Center ensures that technical and administrative support is provided to Headquarters, state and district office operational programs.

District managers provide managerial direction in the Bureau's district offices. They are responsible for working within the parameters of national and state policy direction, but have the flexibility to tailor implementation measures to fit local conditions and achieve program goals to best meet the local resource needs.

No change in program requirements for executive and managerial direction is anticipated for FY 1984.

EQUAL EMPLOYMENT OPPORTUNITY

Equal Employment Opportunity	FY 1983 ($000)	FY 1983 FTE-T	FY 1984 Base ($000)	FY 1984 Base FTE-T	FY 1984 Estimate ($000)	FY 1984 Estimate FTE-T	Increase + Decrease - From Base ($000)	Increase + Decrease - From Base FTE-T
	$2,000	81	$2,040	80	$2,040	80	---	---
Headquarters Office	360	13	346	12	346	12	---	---
Field	1,620	68	1,694	68	1,694	68	---	---

FY 1984 Program

The Bureau's Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, Departmental Directives and related statutes, regulations and orders to ensure nondiscrimination in Bureau hiring and employment practices. The program provides for the processing of EEO discrimination complaints, the coordination of the Federal Equal Opportunity Recruitment Program (FEORP) and other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing cooperative education and other agreements with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO related training based on need-specific requirements.

In recruitment, intensive focus is being placed on the identification of individuals with quality expertise in the energy and minerals field.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests, and in Title VII work. The program is emphasizing professional conflict management capabilities to further increase cost effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation in the past.

The FY 1984 base reflects transfer of one position and funding, in FY 1983, to the Minerals Management Service for workload related to offshore energy leasing functions.

Accomplishments and projected workload include:

	FY 1981	Estimated FY 1982	Estimated FY 1983
Informal complaints	287	335	330
Formal complaints	32	45	50
Complaints resolved/adjusted	28	31	33
Women/Minorities in targeted occupations	285	320	325
EEO Counselors trained	45	40	30
Administrative inquiries performed	3	5	5
Participants - upward mobility program	54	54	54

ADMINISTRATIVE SERVICES AND SUPPORT

Administrative	FY 1983 ($000)	FY 1983 FTE-T	FY 1984 Base ($000)	FY 1984 Base FTE-T	FY 1984 Estimate ($000)	FY 1984 Estimate FTE-T	Increase + Decrease - ($000)	Increase + Decrease - FTE-T
Services and Support	$32,711	1,079	$34,843	1,125	$36,766	1,177	+1,923	+52

The distribution among the subelements of administrative support is as follows:

Subelement	FY 1983 ($000)	FY 1983 FTE-T	FY 1984 Base ($000)	FY 1984 Base FTE-T	FY 1984 Estimate ($000)	FY 1984 Estimate FTE-T	Increase + Decrease - ($000)	Increase + Decrease - FTE-T
Public information & Involvement	1,064	29	1,095	29	1,095	29	---	---
Budget & Programming	2,764	82	2,879	83	2,879	83	---	---
Procurement & Property Management	14,942	465	16,050	493	17,282	525	+1,232	+32
Personnel, Training, and Safety	7,042	233	7,576	246	8,084	261	+508	+15
Finance	2,183	88	2,326	92	2,509	97	+183	+ 5
Records & Directives Management	3,424	147	3,588	147	3,588	147	---	---
Other Management Support	1,292	35	1,329	35	1,329	35	---	---
TOTAL	32,711	1,079	34,843	1,125	36,766	1,177	+1,923	+52

Administrative Services and Support provides basic services essential to the entire Bureau organization for ongoing operations and mission accomplishment. The element constitutes only 10 percent of the Bureau's FTE complement and requires only 9.1 percent of the total amount of the Bureau's direct operating appropriations (Management of Lands and Resources, Construction and Access, Land Acquisition, and Oregon and California Grant Lands).

	FY 1983 ($000)	FY 1983 FTE-T	FY 1984 Base ($000)	FY 1984 Base FTE-T	FY 1984 Estimate ($000)	FY 1984 Estimate FTE-T	Increase + Decrease - ($000)	Increase + Decrease - FTE-T
Public Information and Involvement	$1,064	29	$1,095	29	1,095	29	---	---
Headquarters Office	649	17	668	17	668	17	---	---
Field	415	12	427	12	427	12	---	---

FY 1984 Program

At the headquarters level, the staff is responsible for the Bureauwide program development and oversight of policies and practices for involving the public in Bureau decisions and for developing and maintaining productive working relationships with other Federal, state, and local agencies and user groups. It develops and provides guidance for Bureauwide formal cooperative agreements with such agencies and groups and manages the Bureau's publications program.

The staff also provides public information at the National level as well as for the headquarters level and provides advice to field line managers on public affairs media relations and information matters. It ensures that appropriate channels are available for communicating with both public land users and the general public about resource issues.

At the field level, the public affairs staffs provide overall program assistance, support and guidance to state directors and district managers in the same program areas addressed by the Headquarters office. Direct informational and public participation efforts in support of individual program requirements are funded by the benefiting activity or subactivity.

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Budget and Programming	$2,764	82	$2,879	83	$2,879	83	---	---
Headquarters Office	812	25	864	26	864	26	---	---
Field	1,952	57	2,015	57	2,015	57	---	---

FY 1984 Program

All Bureau organizational units and levels have some role to perform in budgeting and programming efforts. The Headquarters Budget Office staff is responsible for the development, preparation, presentation, and accuracy of the Bureau's budget estimates and justifications. They prepare, monitor, and analyze data for program and budget documents, including the Annual Work Plan, the Operating Budget, the President's Budget, program "packages" for the out-year budget, and the Four-Year Authorization. The Budget Office staff is also responsible for budget execution, ensuring compliance with the provisions of the Appropriations Acts and for funds control to prevent over-obligation of funds. The staff also prepares cost and manpower estimates, supplemental and reprogramming requests, and status of requirements. The Budget Office is supported in this effort by program specialists from each part of the Headquarters organization relative to their programs' budgetary requirements. The portion of this supporting effort at the Headquarters level related to General Administration functions is also carried in this program element.

In the field, the personnel necessary to operate various phases of budget formulation and execution for their organizational units are located in the state and district offices and the Service Center. The funds identified above include only the costs of budget and programming work on a Bureauwide or consolidated basis. Budget and programming work in direct support of individual programs is funded by the benefiting activity or subactivity.

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Procurement and Property Management	14,942	465	$16,050	493	$17,282	525	+1,232	+32
Headquarters Office	2,540	42	2,600	42	2,600	42	---	---
Field	12,402	423	13,450	451	14,682	483	+1,232	+32

Base program

At the Headquarters level, the procurement and property management staffs:

- plan and direct the Bureau's procurement, space management, and property management to ensure responsiveness to program needs and coordination with other Bureau programs;
- provide program direction, goal development, and liaison with other governmental and private organizations for the Bureau's Small and Disadvantaged Business Utilization Program;
- develop directives and other guides regarding procurement and property management functions to assure conformity with Federal laws and regulations;
- identify need for regulatory changes and provides advice and assistance to the Department in their preparation;
- process and issues contracting officer warrants for the Bureau;
- maintain liaison with vendors, manufacturers, and trade associations to stay abreast of new technology and market development in Bureau procurement areas; and
- provide operational general services such as purchasing, space management, printing management, duplicating services, and mail routing and processing for the Headquarters Office.

At the field level, the procurement and property management staffs implement the various systems and manage the operational aspects of procurement, property management, and space management required to support the ongoing resource management effort. This element also provides for receiving, routing and delivering mail and correspondence sent to and initiated within the Bureau.

Exclusive of procurements related to the OCS environmental studies transferred to the Minerals Management Service, BLM procurement organizations at all levels purchased goods and services totaling about $80 million, in FY 1982. The Headquarters procurement staff processed about $10 million. Contracting for the western states and Alaska is consolidated in the Denver Service Center, which awarded contracts for construction, studies, supplies, and services totaling $53 million. State and district office procurement staffs processed $71 million in small purchase transactions under $10,000 each. An increased level of activity is expected in FY 1984 resulting from the consolidation of Onshore Minerals Management functions in BLM and the accelerated land sale and land pattern adjustment program.

The property management workload includes inventory and control of:

- Capitalized and Major Noncapitalized Equipment
  Approximately 100,000 items valued at $64 million (acquisition value).
- Stores Account
  Regular Operating Stores - Approximately $4 million acquisition value.

Fire Stores - BIFC, Fairbanks - Approximately $8 million in acquisition value.

° Motor Vehicle and Heavy Equipment Management
BLM-Owned - Approximately 940 motor vehicles and 400 self-propelled equipment units (tractors, road graders, forklifts, snowmobiles, etc.)

GSA-Motor Pool Assignments - Approximately 3,500 motor vehicles.

° Real Property
BLM Owned:
698 separate installations for program administration and management
1,242 buildings containing 1.3 million square feet

° GSA Lease (FY 1984)

1.4 million square feet of office space
2.9 million square feet of storage parking, and other space

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Personnel, Training and Safety	$7,042	233	$7,576	246	$8,084	261	+508	+15
Headquarters Office	1,180	38	1,227	38	1,227	38	---	---
Field	5,862	195	6,349	208	6,857	223	+508	+15

Base program

The Headquarters office personnel, training and safety staffs formulate objectives, policies, and guidelines for Bureauwide activities. More specifically, the staffs:

° develop comprehensive personnel management programs covering all personnel functional areas to meet BLM mission accomplishment in compliance with laws, regulations, and public policies. This includes programs and policies for operating personnel offices in the Headquarters offices, the Service Center, each state office, and other Bureau offices where personnel authority is currently delegated;

° develop policies and programs to implement provisions of the Civil Service Reform Act of 1978, including Merit Pay for supervisors and the Senior Executive Service;

° develop policies and programs to implement the Bureau's Performance Improvement Systems, Incentive Awards Program, orientation, training, and planned employee development activities;

° develop policies and programs to carry out Bureau responsibilities for: position classification; merit promotion and internal placement plans; upward mobility; cooperative education; summer and seasonal employment; Federal Equal Opportunity Recruitment Program; and special emphasis programs designed to address the employment needs of handicapped, disadvantaged, underutilized and others identified by statute or regulations;

- develop policies, programs, and objectives for the Bureau's international cooperative and technical assistance programs;

- provide technical advice and assistance for Bureau technical training courses and training centers, including providing technical criteria and procedures on a Bureauwide basis. Provide executive and management training and other special programs such as the Presidential Management Intern Program; and

- develop, administer, and evaluate a program to further the occupational health and safety of Bureau employees and the safety of public land visitors.

The Headquarters, Service Center, and state office personnel staffs provide the following to subordinate offices:

- technical advice and assistance in labor management relations that involve Bureau offices or employees; and

- counseling of employees including advice, assistance, interpretation, and guidance to employees concerning conflict-of-interest rules and interpretation of the Department's regulations relating to responsibilities, conduct, and employee rights. Conduct technical review of and make recommendations regarding employee complaints, adverse actions or grievance cases on appeal to the Director.

The servicing personnel office and safety specialist in each state office and other field office carries out the operational aspects of the program, which include:

- staffing and organizational analysis and classification of positions;

- processing personnel actions and issuing vacancy announcements;

- supervising the process of selecting, appointing, and releasing employees in the work force;

- determining training needs and advising supervisors on training opportunities;

- developing and managing a program that insures that employees receive proper orientation and the training needed to perform assigned duties at an acceptable level of performance;

- providing information on employee benefits and awards;

- handling employee grievances and complaints; and

- developing and maintaining safety awareness and loss control programs that effectively reduce injury and property damage losses.

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Finance	$2,183	88	$2,326	92	$2,509	97	+183	+5
Headquarters Office	388	15	396	15	396	15	---	---
Field	1,795	73	1,930	77	2,113	82	+183	+5

Base program

The Headquarters finance staff directs the operation and improvement of the Bureau's integrated appropriation/cost accounting system to meet all managerial and legal accounting and financial management requirements. Specifically the staff:

- develops and provides guidance, implements and reviews accounting policies and procedures to maintain an efficient accounting system that meets the internal financial management requirements of the Bureau that is fully integrated with the Bureau's budgeting system, and is consistent with the requirements of the General Accounting Office, the Office of Management and Budget, the Department of Treasury, General Services Administration, and the Office of the Secretary;

- provides policy, program guidance, and technical assistance on financial control systems to Headquarters program offices, field offices, and the Service Center, with particular emphasis on fund accountability, accounting systems, receipt collections, payroll, voucher auditing, and making disbursements to meet Departmental and Federal accounting requirements;

- provides guidance and technical assistance for Bureauwide cost recovery programs and monitors billings and recovery of funds on major rights-of-way projects;

- develops policies, provides technical advice, and implements systems and procedures for processing and recording receipts from sales and leases of lands administered by the Bureau and the disposition of these funds, payments, and loans to state and local governments;

- administers and develops programs and policies to implement and maintain systems procedures for payments made by the Federal government under the provisions of the Payments in Lieu of Taxes Act (P.L. 94-565), as amended, and provides advice, guidance and coordination with Federal, state and local government officials;

- oversees reconciliation of reports and records in accordance with principles and standards promulgated by the Comptroller General;

- monitors Bureau activities for accounting and reporting cash collections, disbursements, and payroll to ensure compliance with legal and administrative requirements; and

- investigates and processes tort claims.

The Service Center (DSC) financial operations division processes financial documents that have been initiated at other field offices and maintains the Bureau's system of accounts and financial management reports. Finance staffs at Headquarters and DSC, and administrative personnel at the field offices initiate and process approximately 100,000 billing and payment documents and 1.2 million payroll actions each year, and will collect and deposit receipts totaling $390 million in FY 1984.

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Records and Directives Management	$3,424	147	$3,588	147	$3,588	147	---	---
Headquarters Office	206	7	216	7	216	7	---	---
Field	3,218	140	3,372	140	3,372	140	---	---

FY 1984 Program

The directives management staff in the Headquarters office operates the Bureauwide directives and forms management processes and maintains standards and procedures for issuing BLM manuals and other Bureauwide Records management staffs at all organizational levels maintain official files and correspondence in accordance with the Bureau paperwork management system. These central file systems contain 20,367 cubic feet of files and correspondence and 36,319 cubic feet of library reference material. The DSC staff provides guidance, training and quality control.

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Other Management Support	$1,292	35	$1,329	35	1,329	35	---	---
Headquarters Office	1,292	35	1,329	35	1,329	35	---	---

This category includes the Headquarters staffs that support the directorate and field level executives on matters involving congressional liaison, legislation and regulatory management, program evaluation, and management analysis. The cost and FTE breakdown for other management support is:

	FY 1983		FY 1984 Base		FY 1984 Estimate		Increase + Decrease -	
	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T	($000)	FTE-T
Congressional Liaison	$168	3	$173	3	$173	3	---	---
Support Staffs	1,124	32	1,156	32	1,156	32	---	---

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	34,843	36,766	+1,923
(FTE-T)	(1,125)	(1,177)	(+52)

The proposed increase for FY 1984 consists of required funding for three areas of administrative support. These are as follows:

+$1,232,000 and 32 FTE for procurement and property management workload. ($1,000,000 and 26 FTE of this increase is associated with accelerated contracts for FLPMA land sales work.)

+$508,000 and 15 FTE for personnel services, training and safety workload.

+$108,000 and 5 FTE for financial management and services.

These increased needs result from several program requirements including additional FLPMA land sales which involve considerable additional contracting workloads, support to achieve full consolidation of former MMS onshore minerals and existing BLM personnel into the Bureau's programs through organizational realignments and consolidation of office locations and installations, equipment and property. This puts an additional burden on Bureau field procurement, property management and personnel staffs to meet the additional workload.

Finally, the enactment of the Prompt Payment Act of 1982 (P.L. 97-177) and its implementing regulations require that agencies meet certain deadlines in paying invoices from vendors and include specified payment requirements in contracts and purchase orders when they are issued. Otherwise, if invoices are not paid timely, an interest penalty is automatically assessed against the originating appropriation. This requirement places an additional workload on both financial and procurement staffs to ensure that such requirements and deadlines are met. This occurs simultaneously with an increase in numbers of documents to be processed.

Additional workloads associated with the program increase include:

Item	Amount of Increase
Management of:	
Capitalized and non-capitalized equipment:	
Number of items	3,060
Dollar value	4,500,000
Motor vehicles and heavy equipment:	
Number of Government owned vehicles	300
Number of Government owned heavy equipment units	5
Number of GSA leased vehicles	30
Management of GSA space:	
Office space (sq.ft.)	303,427
Other (sq.ft.)	15,000
Personnel actions processed	970
Pay documents processed	20,450
Contracts processed	1,020
Small purchases processed	1,170

Distribution of change by object class

Position Title	GS Grade	No. of Positions	Annual Salary
Contracting Specialist	13	4	$134,300
Contracting Specialist	12	12	338,900
Employee Development Specialist	12	4	113,000
Personnel Specialist	12	15	423,700
Procurement Specialist	11	5	117,800
Procurement Specialist	9	10	194,700
Records Manager	7	3	47,800
Voucher Examiner	7	6	95,500
Records Clerk	4	5	46,000
Mail and File Clerk	3	5	51,200
Subtotal		69	$1,562,900
Less lapse	25%	-17	-390,900
Full-time Equivalent - Total		52	$1,172,000
Personnel benefits			141,000
Travel and transportation of persons			80,000
Transportation of things			30,000
Communications, utilities, and other rent			101,000
Printing and reproduction			100,000
Other services			100,000
Supplies and materials			149,000
Equipment			50,000
Total			$1,923,000

BUREAUWIDE FIXED COSTS

Base program

The table below lists the individual items by estimated FY 1983, FY 1984 base, FY 1984 estimate and increase (+) or decrease (-) FY 1984 estimate over FY 1984 base.

(dollar amounts in thousands)

Cost Item	FY 1983	FY 1984 Base	FY 1984 Estimate	Increase - Decrease +
Space Rental	18,670	22,851	22,273	- 578
General Purpose Wire Communications	(6,975)	(7,178)	(8,546)	(+1,368)
FTS	3,435	3,638	4,458	+820
Commercial Telephone	3,390	3,390	3,826	+436
Facsimile Equipment	150	150	262	+112
Transfer of Duty Station Moves	2,371	2,371	3,877	+1,506
Mail and Postal Service	3,630	3,720	4,090	+370
Injured Employee Compensation	1,756	1,704	1,704	---
Employee Unemployment Compensation	200	200	200	---
Departmental Services	514	514	882	+368
Total, Fixed Costs	$34,116	$38,538	$41,572	+3,034

Item Description:

Space Rental - FY 1984 Base $22,851,000; FY 1984 Estimate $22,273,000; decrease of $578,000.

The FY 1984 base funding level includes $1,587,000 for space now occupied by the MMS personnel that are being reassigned to BLM. It is estimated that when BLM and former MMS organizations are merged and housed in the same office space, that there will be a net decrease in total space needs from the amount currently occupied by the separate agencies. The exact amount of the square footage decrease is not known at this time because offices have not yet been merged, but it is estimated that a reduction of 48,100 square feet can be made, effecting a savings of $578,000.

Management controls are being established to provide guidelines for determining space needs associated with the merger of BLM and former MMS onshore, field and headquarters organizations. These controls will ensure that the final space acquired for the new, combined organization will effect all possible savings by controlling factors which increase space requirements such as:

- office moves upon expiration of leases which normally run for five or more years. Such moves typically result in additional space needs, as determined by GSA standards, based on increases in staff size since the old space was initially leased;

- the open-space concept for offices, in which temporary partitions are used, and in which all space, including floor space on which partitions stand and walkways, are counted in the square footage;

- additional equipment, from computers to fire equipment, which increase office, warehouse, and wareyard space requirements.

Bureauwide facility space rental costs increased approximately 20 percent from FY 1981 to FY 1982 from $10.42 to $12.45 per square foot. Office space costs in the Washington area doubled from $915,000 to $1,884,000, and this resulted in a greater overall annual increase than in the past. The normal increase for the past several years has been 14 percent. This increase includes annual GSA rental increases and increased costs associated with lease renewals.

The estimate level of $22,273,000 includes $20,686,000 which is the GSA estimate for existing space and the additional cost of new space to be acquired as a result of lease expirations, and $1,587,000 for space now occupied by the MMS personnel that are being reassigned to BLM. The proposed funding level represents a gross increase of 19 percent over the FY 1983 level. A breakdown of the increase is:

Item	Amount	Percent increase over FY 1983
GSA annual rental increase	$1,776	9.5%
Net increase for new leases	$ 818	4.4%
MMS space transfer	$1,009	5.4%
		19.3%

The above data displays a 14.9 percent increase for regular BLM space, excluding the MMS transfers, which is in line with normal, average increases.

Cost per square foot of leased space varies widely according to location and other factors. The following table illustrates the situation in the Bureau:

Location	Cost/Sq. Ft.
Washington, D.C.	$18.16
Tuscaloosa, Alabama	9.26
Las Cruces, New Mexico	8.40
Denver, Colorado	10.56
Anchorage, Alaska	22.59
Lander, Wyoming	9.13
Bakersfield, California	13.37
New York City, N.Y.	15.55
New Orleans, Louisiana	14.10
Phoenix, Arizona	13.82
Carlsbad, New Mexico	8.40

General Purpose Wire Communications - FY 1984 Base $7,178,000; FY 1984 Estimate $8,546,000; increase of $1,368,000.

This cost includes:

	FY 1984 Base	FY 1984 Estimate	Difference
FTS charge	3,638	4,458	+ 820
Commercial telephone	3,390	3,826	+ 436
Facsimile equipment	150	262	+ 112

The FY 1984 FTS estimate was provided by GSA, along with a statement that changing tariff rates will increase costs substantially over the next year or so. The estimates for commercial service and facsimile line charges are based on increases that will result from the same tariff rate increases that affect FTS. Estimates are based on a time sensitive minute usage of 12,516,760 minutes for FTS and 1,361,565 minutes for commercial and facsimile. Approximately $80,000 of the increase for facsimile services is associated with increased rental and operating costs.

Transfer of Duty Station/Household Moves - FY 1984 Base $2,371,000; FY 1984 Estimate $3,877,000; increase of $1,506,000.

The proposed increase includes $711,000 to cover additional transfer and moving costs allowed by a change in GSA regulations, and $795,000 to cover one time costs associated with the BLM/MMS merger and consolidation.

On October 8, 1982 GSA published new regulations governing transfers and household moves which became effective on October 1, 1982. These regulations allow much more liberal moving allowances, which will increase the base level estimate by approximately $711,000.

The BLM/MMS merger will add approximately 715 people to BLM. The merger of the onshore minerals program responsibilities into BLM will require organizational realignments at both the field and headquarters levels, along with decentralization of some functions from regional to district office levels. This will require moving some BLM and MMS personnel into new locations. The $795,000 increase in the FY 1984 estimate is the amount needed to meet consolidation schedules.

Mail and Postal - FY 1984 Base $3,720,000; FY 1984 Estimate $4,090,000; increase $370,000.

The Department assesses each Bureau and Office a share of the total mail and postal costs. The proposal reflects an average increase of approximately 10 percent. Costs are based on approximately 21 million pieces of mail.

Departmental Services - FY 1984 Base $514,000; FY 1984 Estimate $882,000; increase of $368,000.

The Department annually assesses each Bureau and Office a share of certain common services provided such as library, security, print and copy centers, contract printing, etc. The proposed level is the Department's estimate of BLM's share of such services in FY 1984.

Increase for FY 1984

(dollars in thousands)

Program Elements	FY 1984 Base	FY 1984 Estimate	Difference
Bureauwide Fixed Costs:			
Space rental	22,851	22,273	-578
FTS	3,638	4,458	+820
Commercial Telephone	3,390	3,826	+436
Facsimile Equipment	150	262	+112
Transfer of Duty Station Moves	2,371	3,877	+1,506
Mail and Postal Service	3,720	4,090	+370
Injured Employee Compensation	1,704	1,704	---
Employee Unemployment Compensation	200	200	---
Departmental Services	514	882	+368
TOTAL	38,538	41,572	+3,034

Distribution of change by object class

The object class detail for the $3,034,000 increase is as follows:

	Amount
Personnel Benefits	$ 200,000
Travel and transportation of persons	576,000
Transportation of things	1,100,000
Communications, utilities, and other rent	790,000
Other Services	368,000
Total	$3,034,000

Bureau of Land Management
Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Management of Lands and Resources

		1984 Base		1984 Estimate		Inc.(+) or Dec.(-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	7,816	195,936	7,640	189,059	-176	-6,877
11.3	Positions other than permanent 1/	1,283	17,747	1,254	17,267	-29	-480
11.5	Other personnel compensation	---	6,200	---	5,409	--	-791
11.8	Special personal services payments	---	200	---	200	---	---
	Total personnel compensation	9,099	220,083	8,894	211,935	-205	-8,148
Other Objects							
12.1	Personnel benefits		26,063		25,427		-636
21.0	Travel & transportation of persons		11,392		10,984		-408
22.0	Transportation of things		9,857		8,501		-1,356
23.1	Standard level user charges		20,000		20,000		---
23.2	Communications, utilities, and other rent		14,620		15,146		+526
24.0	Printing and reproduction		3,026		2,505		-521
25.0	Other services		40,928		33,075		-7,853
26.0	Supplies and materials		15,286		15,613		+327
31.0	Equipment		5,615		5,071		-544
32.0	Lands and structures		4,969		4,245		-724
41.0	Grants, subsidies, and contributions		1		1		---
42.0	Insurance claims and indemnities		60		60		---
	Total requirements		371,900		352,563		-19,337

1/ FTE - OTP = FTE-T (-) FTE-P

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	82	83 19 estimate	84 19 estimate
Program by activities:			
Direct program:			
1. Energy and minerals management..	89,023	52,453	76,993
2. Lands and realty management.....	30,533	36,281	40,920
3. Renewable resource management...	110,133	109,787	85,212
4. Planning and data management....	19,967	21,589	25,905
5. Cadastral survey.....	19,636	21,557	20,847
6. Firefighting and rehabilitation.	60,214	4,750	4,750
7. Technical services.....	1,412	13,222	11,777
8. General administration.....	76,927	75,182	86,159
Total, direct program.....	407,845	334,821	352,563
Reimbursable program:			
1. Energy and minerals management..	20	100	200
2. Lands and realty management.....	2,148	2,600	2,700
3. Renewable resource management...	537	1,000	1,000
5. Cadastral survey.....	2,655	3,500	3,500
6. Firefighting and rehabilitation.	4,477	1,550	3,500
7. Technical Services.....	214	250	300
8. General administration.....	4,035	4,000	3,800
Total reimbursable program....	14,086	15,000	15,000
10.00 Total obligations.....	421,931	349,821	367,563
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July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	82 19 actual	83 19 estimate	84 19 estimate
Financing:			
Offsetting collections from:			
11.00 Federal funds.....	-10,286	-11,000	-11,000
14.00 Non-Federal sources	-3,800	- 4,000	- 4,000
22.40 Unobligated balance transferred from other accounts.	-5,001	---	---
25.00 Unobligated balance lapsing.	11,425	---	---
39.00 Budget authority	414,269	334,821	352,563
Budget authority:			
40.00 Appropriation	414,269	330,226	352,563
44.20 Supplemental for civilian pay raises.....	---	4,595	---
Relation of obligations to outlays:			
71.00 Obligations incurred, net	407,845	334,821	352,563
72.40 Obligated balance, start of year.....	77,215	90,843	108,563
74.40 Obligated balance, end of year	- 90,843	-108,563	-125,704
77.00 Adjustments in expired accounts	- 8,668	---	---
90.00 Outlays, excluding pay raise supplemental	385,549	312,690	335,238
91.20 Outlays, from civilian pay raise supplemental.....	---	4,411	184
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Direct Obligations:			
Personnel compensation:			
11.1 Full-time permanent	164,559	174,137	189,059
11.3 Other than full-time permanent	17,019	18,180	17,267
11.5 Other personnel compensation	5,952	5,199	5,409
11.8 Special personal services payments	2,862	200	200
11.9 Total personnel compensation	190,392	197,716	211,935
12.1 Personnel benefits: Civilian	23,446	23,726	25,427
21.0 Travel and transportation of persons	11,103	9,545	10,984
22.0 Transportation of things	10,237	9,157	8,501
23.1 Standard level user charges	22,635	17,448	20,000
23.2 Communications, utilities, and other rent	9,884	14,000	15,146
24.0 Printing and reproduction	2,905	2,862	2,505
25.0 Other services	109,077	36,831	33,075
26.0 Supplies and materials	15,796	14,978	15,613
31.0 Equipment	6,286	4,497	5,071
32.0 Lands and structures	6,044	4,000	4,245
41.0 Grants, subsidies, and contributions	1	1	1
42.0 Insurance claims and indemnities	39	60	60
99.0 Subtotal, direct obligations	407,845	334,821	352,563
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent	3,719	4,000	4,000
11.3 Other than full-time permanent	1,532	---	---
11.5 Other personnel compensation	348	200	200
11.8 Special personal services payments	53	---	---
11.9 Total personnel compensation	5,652	4,200	4,200
12.1 Personnel benefits: Civilian	690	850	850
21.0 Travel and transportation of persons	1,054	600	600
22.0 Transportation of things	466	300	300
23.1 Standard level user charges	337	---	---
23.2 Communications, utilities, and other rent	156	450	450
24.0 Printing and reproduction	180	---	---
25.0 Other services	2,159	6,600	6,600
26.0 Supplies and materials	3,078	1,700	1,700
31.0 Equipment	280	200	200
32.0 Lands and structures	34	100	100
99.0 Subtotal, reimbursable obligations	14,086	15,000	15,000
99.9 Total obligations	421,931	349,821	367,563
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Direct:			
Total number of permanent positions ..	7,387	7,414	7,952
Total compensable workyears:			
Full-time equivalent employment	8,168	8,350*	8,894
Full-time equivalent of overtime and holiday hours	206	173	180
Average ES salary	$57,731	$62,500	$62,500
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
Reimbursable:			
Total number of permanent positions ..	176	175	172
Total compensable workyears:			
Full-time equivalent employment	180	166	166
Full-time equivalent of overtime and holiday hours	7	4	4
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477

* includes 934 FTE identified in the supplemental request for emergency firefighting and rehabilitation.

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GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent	3,719	4,000	4,000
11.3 Other than full-time permanent	1,532	---	---
11.5 Other personnel compensation	348	200	200
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22.0 Transportation of things	466	300	300
23.1 Standard level user charges	337	---	---
23.2 Communications, utilities, and other rent	156	450	450
24.0 Printing and reproduction	180	---	---
25.0 Other services	2,159	6,600	6,600
26.0 Supplies and materials	3,078	1,700	1,700
31.0 Equipment	280	200	200
32.0 Lands and structures	34	100	100
99.0 Subtotal, reimbursable obligations	14,086	15,000	15,000
99.9 Total obligations	421,931	349,821	367,563
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Direct:			
Total number of permanent positions ..	7,387	7,414	7,952
Total compensable workyears:			
Full-time equivalent employment	8,168	8,350*	8,894
Full-time equivalent of overtime and holiday hours	206	173	180
Average ES salary	$57,731	$62,500	$62,500
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
Reimbursable:			
Total number of permanent positions ..	176	175	172
Total compensable workyears:			
Full-time equivalent employment	180	166	166
Full-time equivalent of overtime and holiday hours	7	4	4
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477

* includes 934 FTE identified in the supplemental request for emergency firefighting and rehabilitation.

(Mono cast: 21.5). (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

CONSTRUCTION
AND ACCESS

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands, and for providing physical access to these lands.

- To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

No construction projects are planned for FY 1984. An amount of $1,200,000 is requested for access purposes to obtain 122 easements across non-Federal land to BLM - managed lands.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

CONSTRUCTION AND ACCESS

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$2,243,000] $1,200,000, to remain available until expended.

(16 U.S.C. 4601 4-11, 594; 43 U.S.C. 2, 1181a, 1701, 1715, 1762; 69 Stat. 130; Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

BUREAU OF LAND MANAGEMENT

Justification of Adjustments to Base

(dollar amounts in thousands)

	FTE-T	Amount
Appropriation: Construction and Access		
Adjustment for pay increase:		
Anticipated FY 1983 pay increase supplemental	---	$ 0
Amount of FY 1983 pay increase to be absorbed	---	+60
Total cost in FY 1983 of pay increase	---	60
Adjustment for full-year cost of 1983 pay increase and FTE changes	---	-17
Total adjustment for 1983 pay increase	---	+43

The amount of $60,000 for the general schedule and executive schedule pay increase effective October 1, 1982 and for wage board pay increases during 1983 was absorbed. $43,000 is required in 1984 to cover the full-year cost of the 1983 pay increase for general and executive schedule and for wage board employees.

The amounts absorbed for the pay cost increase will result in reduced work on easements for road and trail access across non-Federal land.

Medicare Tax	---	+13

The increase is the result of payments to be made beginning in 1983 for the Medicare tax for Federal employees. These charges will be reimbursed to the Department of Health and Human Services, FICA-Hospital Insurance Tax Fund, pursuant to P.L. 97-248.

BUREAU OF LAND MANAGEMENT

STATUS OF AND REQUEST FOR BUDGETARY RESOURCES

Account: Construction and Access

FY 1983 Budgetary Status

Budget Authority (BA) available:	
Appropriation realized for FY 1983	2,243,000
Prior-year unobligated balance brought forward	3,528,000
Total BA available for obligation	5,771,000
Less anticipated obligations (by activity):	
1. Construction	-3,403,000
2. Access	-1,876,000
3. Maintenance	-140,000
Total anticipated obligations	-5,419,000

FY 1984 Request

Anticipated unobligated balance brought forward	352,000
Plus increases proposed (by activity):	
1. Construction	---
2. Access	1,200,000
Total increase proposed	1,200,000
Total anticipated BA available for obligation in FY 1984	1,552,000

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Construction and Access

Activity	FY 1982 Appro-priation	FY 1983 Appro-priation	FY 1984 Appro-priation	FY 1984 Inc.(+)/Dec.(-) from 1983 Approp.
		($ in 000's)		
1. Construction				
BA available for obligation:				
Appropriation	1,830	718	---	-718
Unobligated balance brought forward	3,425 1/	2,984	299	-2,685
Total BA avail. . . .	5,255	3,702	299	-3,403
Less obligations.	-2,271	-3,403	-100	-3,303
Unobligated balance brought forward	2,984	299	199	-100
(FTE-T)	(32)	(--) 4/	(--)	(--)
2. Access				
BA available for obligation:				
Appropriation	1,733	1,525	1,200	-325
Unobligated balance brought forward	312 2/	404	53	-351
Total BA avail.. . . .	2,045	1,929	1,253	-676
Less obligations	-1,641	-1,876	-1,100	-776
Unobligated balance brought forward	404	53	153	+100
(FTE-T)	(46)	(41)	(31)	(-10)
3. Maintenance				
BA available for obligation:				
Appropriation	8,774 3/	---	---	---
Unobligated balance brought forward	231	140	---	-140
Total BA avail.. . . .	9,005	140	---	-140
Less obligations	-8,865	-140	---	+140
Unobligated balance brought forward	140	---	---	---
(FTE-T)	(171)	(--)	(--)	(--)
Account Total				
BA available for obligation:				
Appropriation	12,337 3/	2,243	1,200	-1,043
Unobligated balance brought forward	3,968	3,528	352	-3,176
Total BA avail.	16,305	5,771	1,552	-4,219
Less obligations.	-12,777	-5,419	-1,200	-4,219
Unobligated balance brought forward	3,528	352	352	---
(FTE-T)	(249)	(41)	(31)	(-10)

1/ Includes $860,000 Recovery of Prior Year Obligations.
2/ Includes $240,000 Recovery of Prior Year Obligations.
3/ Includes $115,000 of Reimbursements.
4/ FTE-T moved to MLR, Engineering Services.

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Construction

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from Base
Total Requirements	$	718	718	--	-718	-718
	(FTE-T)	(--)	(--)	(--)	(--)	(--)

Authorization

43 U.S.C. 1731-32
1762, 1782
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides authority for construction of roads required for protection, development, and management of lands for utilization of forest and other resources.

Objective

The objective of this program is to construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of public lands.

FY 1983 and FY 1984 Program

The construction program is a zero base program. The FY 1983 program consists of the following projects:

Building Construction	FY 1983	FY 1984
Alaska, Galena Fire Station Sewage System	$126,000	---
California, (Arizona State Office), Senator Wash Comfort Stations	132,000	---
Total Building Construction	$258,000	---
Recreation Construction		
California, Senator Wash Recreation Complex	$135,000	---
New Mexico, Aguirre Springs Recreation Site	325,000	---
Total Recreation Construction	$460,000	---
Transportation Construction	---	---
Total Construction	$718,000	---

No construction projects are proposed for FY 1984.

Decrease for FY 1984 (dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	718	---	-718
(FTE-T)	(---)	(---)	(---)

Workload Measure	FY 1982	FY 1983	FY 1984
Building projects	1	2	---
Recreation projects	1	2	---
Transportation projects	1	---	---
Total	3	4	---

Distribution of change by object class

The object class detail for the proposed decrease of $718,000 follows:

Lands and structures	$718,000

Justification of Program and Performance

Appropriation: Construction and Access
Activity: Access

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from Base
Total Requirements $	1,525	1,581	1,200	-325	-381
(FTE-T)	(41)	(41)	(31)	(-10)	(-10)

Authorization

43 U.S.C. 1731-32 1762, 1782 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for public lands to be managed in a way that will protect scenic, historical, and archaeological values and that will provide for outdoor recreation and for human occupancy and use.
P.L. 84-171	The Timber Access Road Act of July 26, 1955, authorizes acquiring access to timber roads.
40 U.S.C. 257	The Act of August 1, 1888, as amended, provides condemnation authority.

Objective

To open Federal lands to public access for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal land that are essential to implement planned BLM resource management programs (particularly forestry and recreation).

Base program

The base funding for the Access Program is $1,581,000 and 41 FTE-T.

Because of the checkerboard land ownership patterns in many parts of the West, Federal lands are often inaccessible. Lands that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of surrounding landowners.

Legal access is required through surrounding non-Federally owned lands for the general public to use and the Bureau to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of the public lands.

In addition to an absence of physical access routes, there are literally hundreds of private roads crossing non-Federally owned lands that presently provide physical access to Federal land resources. Use of these roads to access Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" with the Bureau. Since access can be prevented at any time by the landowners, road use must be legalized to ensure unrestricted physical access to the Federal resources.

An estimated 25 million acres of the public lands in the 11 Western states lack legal access, and more than 8,800 easements may ultimately be needed to manage those lands and use their resources.

An estimated 500 million board feet of timber as well as other resources are tied up by unresolved access problems.

Providing legal right-of-way access requires the Bureau to locate the existing or proposed road by surveys, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access for hunting, fishing, or other noncommercial uses of the public lands.

At the base funding level, the following will be accomplished:

- Acquire 159 easements that will provide legal access to:
  - 50 million board feet of timber
  - 10,000 cords of firewood
  - 125,000 acres of livestock forage
  - 2,500 acres of other multiple-use.

- Legitimize BLM and public use of 13 miles of multi-purpose roads located on non-Federal lands by providing access to public lands.

Following is a table of workload at the FY 1983 Appropriation/FY 1984 Base funding level:

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Easements				
Timber	80	82	82	---
Range	50	28	28	---
Multiple-use	68	49	49	---
Total	198	159	159	---

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	1,581	1,200	-381
(FTE-T)	(41)	(31)	(-10)

In FY 1984, the Bureau will focus easement acquisition on those parcels necessary to get products to market and to develop needed resources. For these purposes, the Bureau needs to acquire 122 easements. This is a decrease of 37 easements from the base level. Easements will not be obtained for areas that are being considered for disposal under FLPMA land sales.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Easements			
Timber	82	80	-2
Range	28	25	-3
Multiple-use	49	17	-32
Total	159	122	-37

Distribution of change by object class

The object class detail for the proposed decrease of $381,000 and 10 FTE-T follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Access Specialist	11	3	$80,130
Land Law Examiner	9	5	110,365
Land Law Examiner	5/7	5	87,830
Subtotal		13	$278,325
Less lapse	25%	+3	+69,581
Full-time Equivalent - Total		10	$208,744
Personnel benefits			25,000
Travel and transportation of persons			16,256
Transportation of things			26,000
Other services			17,000
Lands and structures			81,000
Supplies and materials			7,000
Total			$381,000

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code 14-1110-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Program by activities:			
Direct program:			
1. Construction	1,353	431	---
2. Access	1,510	1,403	1,046
3. Maintenance	7,934	---	---
Total direct program	10,797	1,834	1,046
Capital investment	1,865	3,585	154
Reimbursable program:			
3. Maintenance	115	---	---
10.00 Total obligations	12,777	5,419	1,200
Financing:			
Offsetting collections from:			
11.00 Federal Funds	-60	---	---
14.00 Non-Federal sources	-55	---	---
17.00 Recovery of prior year obligations	-1,100	---	---
21.40 Unobligated balance available, start of year	-2,879	-3,528	-352
24.40 Unobligated balance available, end of year	3,528	352	352
40.00 Budget authority (appropriation)	12,211	2,243	1,200
Relation of obligations to outlays:			
71.00 Obligations incurred, net	12,662	5,419	1,200
72.40 Obligated balance, start of year	4,178	2,744	3,804
74.40 Obligated balance, end of year	-2,744	-3,804	-3,872
78.00 Adjustment in unexpired accounts	-1,100	---	---
90.00 Outlays	12,996	4,359	1,132
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	5,595	966	768
11.3 Other than full-time permanent	434	28	---
11.5 Other personnel compensation	73	30	30
11.8 Special personal services payments	2	---	---
11.9 Total personnel compensation	6,104	1,024	798
12.1 Personnel benefits: Civilian	675	123	96
21.0 Travel and transportation of persons	241	50	29
22.0 Transportation of things	803	90	85
23.1 Standard level user charges	99	---	---
23.2 Communications, utilities, and other rent	72	---	---
24.0 Printing and reproduction	33	---	---
25.0 Other services	1,334	---	11
26.0 Supplies and materials	1,069	93	11
31.0 Equipment	364	---	---
32.0 Lands and structures	1,866	4,039	170
42.0 Insurance claims and indemnities	2	---	---
99.0 Subtotal direct obligations	12,662	5,419	1,200
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent	53	---	---
11.3 Other than full-time permanent	2	---	---
11.5 Other personnel compensation	2	---	---
11.9 Total personnel compensation	57	---	---
12.9 Personnel benefits	6	---	---
21.0 Travel and transportation of persons	1	---	---
22.0 Transportation of things	2	---	---
25.0 Other services	38	---	---
26.0 Supplies and materials	11	---	---
99.0 Subtotal reimbursable obligations	115	---	---
99.9 Total obligations	12,777	5,419	1,200
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

☆ GPO : 1981 O - 341-526 (6500)

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300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

CONSTRUCTION AND ACCESS
Personnel Summary

Identification code 14-1110-0-1-320	19 actual 82	19 estimate 83	19 estimate 84
Total number of full-time permanent positions	237	41	32
Total compensable workyears:			
Full-time equivalent employment ...	249	41	31
Full-time equivalent of overtime and holiday hours	2	1	1
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477

Note --Personnel summary includes FTE for maintenance in 1982: in 1983 and 1984 FTE for maintenance is shown in management of lands and resources.

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters or interests, essential to improving the manageability of the public lands and to provide equalization payments for land exchanges.

Funding for this program in 1984, will be derived from the Land and Water Conservation Fund, and will be used for deficiency payments for scenic easements along the Rogue Wild and Scenic River.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

LAND ACQUISITION

For expenses necessary to carry out the provisions of sections 205 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interest therein, [$311,000] to be derived from the Land and Water Conservation Fund, to remain available until expended [*Provided*, That the unexpended balances of funds appropriated to the Bureau of Land Management in the Heritage Conservation and Recreation Service "Land and Water Conservation Fund" shall be merged with this appropriation]. $130,000

(Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Land Acquisition

Deletion: ":Provided, that the unexpended balances of funds appropriated to the Bureau of Land Management in the Heritage Conservation and Recreation Service "Land and Water Conservation Fund" shall be merged with this appropriation."

This change is intended to delete a provision which is no longer necessary. The unexpended balances of funds appropriated to the Bureau of Land Management in the Heritage Conservation and Recreation Service "Land and Water Conservation fund" were merged with this appropriation last year.

BUREAU OF LAND MANAGEMENT

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Land Acquisition

Summary of adjustments to base and built-in changes:	FTE-T	Amount
Appropriation enacted to date, 1983	8	311
Adjustments to base and built-in changes	---	---
1984 Base	8	311

	1982 Actual		1983 Appropriation Enacted to Date		1984 Base		1984 Request		Inc.(+)/Dec.(-) From 1983 Approp.		Inc.(+)/Dec.(-) From 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activity:												
Total Requirements	(+10)	3,712	(8)	311	(8)	311	(---)	130	(-8)	-181	(-8)	-181

Activity: Land Acquisition

(dollar amounts in thousands)

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements					
$	311	311	130	-181	-181
(FTE-T)	(8)	(8)	(---)	(-8)	(-8)

Authorization

43 U.S.C. 1715, 1731-32, 1762, 1782 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides authority for acquisition of lands or interest in lands when it is consistent with the mission of the Department and with land use plans (Section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d)).
16 U.S.C. 1271 P.L. 90-542	The Wild and Scenic Rivers Act of 1968, as amended, Section 3(a)(5) designates portions of the Rogue River in Oregon as a component of the National Wild and Scenic Rivers System; Section 7 authorizes acquisition of land and interests in land within the authorized boundaries of any component designated in Section 8.
16 U.S.C. 1241-1249 P.L. 90-543	The National Trails System Act of 1968, as amended. Section 5(a)(2), authorizes and designates the Pacific Crest Trail, which extends from the Canadian border to the Mexican border as a National Scenic Trail; land acquisition authority is contained in sections 7(d) and (c).
16 U.S.C. 460Y P.L. 91-476	The King Range National Conservation Area Act of 1970, as amended, authorizes acquiring land or interests in land, within the area and selected proximate lands.

Objective

The objective of this program is to improve the manageablity of the public lands and to carry out the recreational programs established by Congress by acquiring essential non-Federal lands or interests in lands.

Base program

The Land Acquisition Program provides for the acquisition of land and interests in land in order to meet the requirements of specific Acts of Congress such as for the King Range National Conservation Area and the Rogue Wild and Scenic River. Funding for this program in FY 1983 and FY 1984 is from Land and Water Conservation Fund appropriations.

In FY 1983, the Bureau plans to accomplish the following:

Declarations of Taking (condemnation proceedings) have been filed and deposits made to the court for two parcels along the Rogue Wild and Scenic River in Oregon. Funds requested to acquire these parcels are . . .$ 161,000

Work is also proceeding on projects authorized in California, Montana, New Mexico, and Oregon. Funds will be used to conduct pre-acquisition work and negotiations with landowners for acquisition. No land acquisition is expected on these projects in FY 1983 or FY 1984. 150,000

Total FY 1983/FY 1984 Base Program. . . . . .$ 311,000

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	311	130	-181
(FTE-T)	(8)	(--)	(-8)

No work is planned on any acquisition project in FY 1984 other than the Rogue Wild and Scenic River. Therefore, a reduction of 8 FTE and $181,000 is possible in this appropriation.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Estimate
Fee title cases (#)	3	---	---
Scenic easements (#)	12	4	3
Trail easements (#)	2	---	---
Exchanges (#)	2	---	---
Total	19*	4	3

* Including work items completed with carryover funds.

Declarations of Taking (condemnation proceedings) have been filed and deposits made to the court for one parcel along the Rogue Wild and Scenic River in Oregon. The amount of award in excess of the deposit is estimated to be $100,000. Of the original 300 parcels, fewer than 10 remain to be acquired. The amount of the negotiated settlements is estimated to be $30,000 for two additional parcels.

Distribution of change by object class

The object class detail for the proposed decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Realty Specialist	9/11	7	$171,600
Land Law Examiners	9/11	3	66,400
Legal Clerk	4	1	12,000
Subtotal		11	$250,000
Less lapse (at 25%)	25%	+3	+63,000
Full-time Equivalent - Total		8	-187,000
Personnel benefits			-17,000
Travel and transportation of persons			-10,000
Transportation of things			-3,000
Other services			-2,000
Lands and structures			+38,000
Total			-$181,000

Bureau of Land Management
Summary of Requirements by Object Class

(Dollar Amounts in Thousands)

Appropriation: Land Acquisition

		1984 Base		1984 Estimate		Inc. (+) or Dec. (-)	
		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	8	179	---	---	-8	-179
11.3	Positions other than permanent 1/	---	8	---	---	---	-8
11.5	Other personnel compensation	---	---	---	---	---	---
	Total personnel compensation	8	187	---	---	-8	-187
Other Objects							
12.1	Personnel benefits	---	17	---	---	---	-17
21.0	Travel and transportation of persons	---	10	---	---	---	-10
22.0	Transportation of things	---	3	---	---	---	-3
25.0	Other services	---	22	---	20	---	-2
32.0	Lands and structures	---	72	---	110	---	+38
	Total requirements	---	311	---	130	---	-181

1/ FTE-OTP=FTE-T (-) FTE-P

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code 14-5033-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Program by activities:			
Direct program	561	178	95
Capital inventment	231	2,751	35
10.00 Total obligations	792	2,929	130
Financing:			
21.40 Unobligated balance available, start of year	---	-2,919	-301
24.40 Unobligated balance available, end of year	2,919	301	301
40.00 Budget authority (appropriation)	3,712	311	130
Relation of obligations to outlays:			
71.00 Obligations incurred, net	792	2,929	130
72.40 Obligated balance, start of year..	---	446	446
74.40 Obligated balance, end of year ...	-446	-446	-446
90.00 Outlays	346	2,929	130
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code 14-5033-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	204	179	---
11.3 Other than full-time permanent	8	8	---
11.5 Other personnel compensation	5	---	---
11.9 Total personnel compensation	217	187	---
12.1 Personnel benefits: Civilian	22	17	---
21.0 Travel and transportation of persons	24	10	---
22.0 Transportation of things	8	3	---
25.0 Other services	185	22	20
26.0 Supplies and materials	6	---	---
32.0 Lands and structures	230	2,690	110
33.0 Investments and loans	100	---	---
99.9 Total obligations	792	2,929	130
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

LAND ACQUISITION
Personnel Summary

Identification code 14-5033-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
Total number of full-time permanent positions	9	8	---
Total compensable workyears: Full-time equivalent employment	10	8	---
Average GS grade	9.07	9.07	---
Average GS salary	$23,535	$24,477	---
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO:1964—O-732-469

PAYMENTS IN LIEU
OF TAXES

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

Public Law 94-565 (31 U.S.C. 1601), as amended, provides for payments in lieu of taxes to counties and other units of local governments for lands administered by BLM, the Forest Service, the National Park Service, and certain other agencies.

The Act provides for payment of 75 cents per acre (reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act) or 10 cents per acre, whichever is greater. However, payments may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 for the Redwood National Park and the national park and national wilderness systems.

Starting in FY 1984, the financing source for the Payments-in-Lieu of Taxes appropriation will be receipts collected from Federal onshore mineral leasing, and the amount of PILT will be deducted from gross receipts prior to the distribution of mineral leasing revenues shared with the states. This provision is reflected in language changes proposed in the appropriation for the Minerals Management Service.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 1601) $96,320,000, of which not to exceed $400,000 shall be available for administrative expenses: *Provided*, That this appropriation may be used to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

(Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

Summary of Requirements
(dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes

Summary of adjustments to base:

	FTE-T	Amount
Appropriation enacted to date, 1983	5	96,320
Adjustment to base and built-in changes	--	---
1984 Base	5	96,320

Comparison by activity:	1982 Actual		1983 Appropriation Enacted to Date		1984 Base		1984 Estimate		Inc.(+)/Dec.(-) from 1983 Approp.		Inc.(+)/Dec.(-) from 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Total Requirements	5	95,520	5	96,320	5	96,320	5	96,320	---	---	---	---

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	96,320	96,320	96,320	---	---
	(FTE-T)	(5)	(5)	(5)	(---)	(---)

Authorization

31 U.S.C. 1601
P.L. 94-565

The Payments in Lieu of Taxes Act, as amended, authorizes and directs the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands... are located."

Objectives

- to determine the amounts of payments for which various local governments are eligible under P.L. 94-565, as amended; and
- to make payments to the extent that funds are available to all qualified recipients.

Base Program Description

Public Law 94-565, the "Payments in Lieu of Taxes Act", provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management.

Section 1 "Entitlement Land" Payments

Section 1 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest System and the National Park System, lands administered by the Bureau of Land Management, lands dedicated to the use of Federal water resource development projects, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective in Fiscal Year 1979, National Wildlife

Reserve Areas withdrawn from the public domain, inactive and semi-active army installations used for non-industrial purposes, and certain lands donated to the United States Government by state and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from state or local governments.

The amount paid to the counties under the Act is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment, but is required by state law to pass all or part of this payment to financially and politically independent school districts, or other single or special purpose district, such redistributed payments are considered to have not been received by the unit of local government and are not deducted from the section 1 in-lieu payment. The eleven (11) Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriation Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948 relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603);

(k) Refuge Revenue Sharing Act of 1978 (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each state or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternatiave, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents x entitlement acres) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 3 Payments

Section 3 of the Act authorizes payments for any lands or interest therein which were acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five year period preceding the acquisition by the Federal government. Payments under this section are made in addition to payments under section 1. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 3 payments for each acquisition are to be made annually for five years following each acquisition.

In the case of lands acquired for additions to the Redwoods National Park by authority of the Redwoods National Park Expansion Act, section 3 payments will continue beyond the five-year limitation. These payments will continue until the total amount paid equals five times the property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal government.

Federal payments of $100 or more made under section 3 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal government.

FY 1984 Program

The FY 1984 Estimate of $96,320,000 is the same amount as appropriated in FY 1983. Up to $400,000 of the appropriation may be used for administrative expenses of implementing the Act such as coordination with other Federal land managing agencies, communications with state governor's offices, and with counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	FISCAL YEAR 1982 PAYMENT
ALABAMA	$ 112,030
ALASKA	3,475,036
ARIZONA	7,684,920
ARKANSAS	1,195,865
CALIFORNIA	10,860,626
COLORADO	6,608,468
CONNECTICUT	12,208
DELAWARE	4,520
DIST OF COLUMBIA	5,600
FLORIDA	1,756,841
GEORGIA	713,699
HAWAII	9,774
IDAHO	6,868,043
ILLINOIS	281,411
INDIANA	262,617
IOWA	117,595
KANSAS	331,418
KENTUCKY	659,544
LOUISIANA	160,958
MAINE	38,798
MARYLAND	77,748
MASSACHUSETTS	76,783
MICHIGAN	1,317,094
MINNESOTA	1,045,207
MISSISSIPPI	335,393
MISSOURI	527,873
MONTANA	7,213,567
NEBRASKA	270,006
NEVADA	5,069,148
NEW HAMPSHIRE	297,586
NEW JERSEY	62,789
NEW MEXICO	8,934,783
NEW YORK	149,526
NORTH CAROLINA	1,153,918
NORTH DAKOTA	513,314
OHIO	431,078
OKLAHOMA	711,667
OREGON	2,531,671
PENNSYLVANIA	364,256
RHODE ISLAND	0
SOUTH CAROLINA	102,690
SOUTH DAKOTA	1,613,128
TENNESSEE	525,563
TEXAS	1,362,537
UTAH	7,929,891

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	FISCAL YEAR 1982 PAYMENT
VERMONT	$ 59,887
VIRGINIA	1,268,268
WASHINGTON	1,594,873
WEST VIRGINIA	754,481
WISCONSIN	543,490
WYOMING	6,973,505
PUERTO RICO	2,597
VIRGIN ISLANDS	19,255
GUAM	211
TOTAL	$ 94,993,754

BUREAU OF LAND MANAGEMENT
Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: Payments in Lieu of Taxes

		1984 Base		1984 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions - FTE-P	4	140	4	140	--	--
11.3	Positions other than permanent	1	30	1	30	--	--
	Total personnel compensation	5	170	5	170	--	--
	Other Objects						
12.1	Personnel benefits		25		25		--
21.0	Travel and transportation of persons		2		2		--
25.0	Other services		203		203		--
41.0	Grants, subsidies, and contributions		95,920		95,920		--
	Total requirements		96,320		96,320		--

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-852	19 82 actual	19 83 estimate	19 84 estimate
Program by activities:			
10.0 Total Obligations	91,253	96,320	96,320
Financing:			
21.40 Unobligated balance available start of year	---	-367	---
24.40 Unobligated balance available end of year	367	---	---
25.00 Unobligated balance lapsing.....	3,900	367	---
40.00 Budget authority (appropriation)	95,520	96,320	96,320
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	91,252	96,320	96,320
72.40 Obligated balance, start of year.....	4,402	121	121
74.40 Obligated balance, end of year..	-121	-121	-121
90.00 Outlays	95,533	96,320	96,320
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast 4.9)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code 14-1114-0-1-852	19 actual 82	19 estimate 83	19 estimate 84
Personnel compensation:			
11.1 Full-time permanent.....	126	140	140
11.3 Other than full-time permanent.	---	30	30
11.9 Total personnel compensation...	126	170	170
12.1 Personnel benefits: Civilian	13	25	25
21.0 Travel and transportation of persons.....	1	2	2
25.0 Other services.....	13	203	203
26.0 Supplies and materials.....	7	---	---
31.0 Equipment.....	3	---	---
41.0 Grants, subsidies and contributions.....	91,090	95,920	95,920
99.9 Total obligations.....	91,253	96,320	96,320
	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(Mono cast: 21.5)

☆ GPO : 1981 O - 341-526 (6500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code 14-1114-0-1-852	19 actual 82	19 estimate 83	19 estimate 84
Total number of full-time permanent positions	1	5	5
Total compensable workyears: Full-time equivalent employment...	1	5	5
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO : 1981 O - 341-526 (6500)

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield. The goals of the management program are to provide a permanent supply of timber, protect watersheds, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Major changes for FY 1984 include:

Construction and Acquisition: (-$95,000)

Provide for the acquisition of 25 road easements and 5 road use agreements for timber access and resource management roads, and for signing, transportation planning, and survey and design of timber access roads.

Maintenance: (-$1,015,000)

Decrease of $798,000 in transportation maintenance will be achieved by reducing maintenance on secondary, low use roads to a preventive maintenance level, while continuing a full maintenance schedule on all primary roads. Additional reductions of $217,000 will be made in recreation maintenance.

Renewable Resources Management: (-$8,108,000)

BLM decreases of $908,000 in timber management and development will result from reduced timber sale preparation costs and deferral of less cost effective timber development practices. Increase of $198,000 in protection is for additional costs of fire protection contracts. The Forest Service decrease of $7,089,000 is a result of a shift of FY 1984 funding from the BLM appropriation to the Forest Service regular appropriations.

Decrease of $234,000 in the BLM's range management program is made possible by the reduction in workload in FY 1984 following the completion of the Medford Range EIS in FY 1983.

A decrease of $75,000 in the BLM's recreation management program is made possible by the reduced need for archaeological support services in the timber management, timber development and reforestation, and construction and access programs, and by realignment of the visitor use supervision program.

Planning and Data Management: (-$156,000)

Decrease of $156,000 in BLM planning program results from completion of regular, cyclic planning effort in FY 1983 with reduced need for planning input in FY 1984.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$56,963,000] to remain available until expended: *Provided,* That the amount provided herein for the purposes of this appropriation on lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture: *Provided further,* That the amount appropriated herein for road construction on lands other than those administered by the Forest Service shall be transferred to the Federal Highway Administration, Department of Transportation: *Provided further,* That twenty-five per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876). $49,136,000

(16 U.S.C. 583, 594; 43 U.S.C. 2, 1181 a-f; 69 Stat. 374; Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1983 Appropriation
(in thousands of dollars)

Format of Fiscal 1983 Congressional Budget Submission		Format of Fiscal 1984 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1983 Appropriation	Appropriation/Activity/Subactivity	Amount 1983 Appropriation
Oregon and California Grant Lands		Oregon and California Grant Lands	
3. Renewable Resources Management		Renewable Resources Management	
B. Timber Development	$26,265	Timber Development and Reforestation	$26,265

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1984 Request
(in thousands of dollars)

Format of Fiscal 1983 Congressional Budget Submission		Format of Fiscal 1984 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1984 Request	Appropriation/Activity/Subactivity	Amount 1984 Request
Oregon and California Grant Lands		Oregon and California Grant Lands	
3. Renewable Resources Management		Renewable Resources Management	26,141
B. Timber Development	26,141	Timber Development and Reforestation	

Justification for Proposed Change to BLM Activity/Subactivity Structure:

Oregon and California Grant Lands--Timber Development and Reforestation: Change in title more accurately describes program since reforestation is a significant portion of the program.

BUREAU OF LAND MANAGEMENT

SUMMARY OF REQUIREMENTS
(Dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

Summary of adjustments to base:

	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1983	---	---	1,060	56,963
Adjustments to base and built-in changes:				
Adjustment for 1983 pay increase and related costs	---	+1,273		
Transfers	---	---		
Supplementals	---	---		
Other increases or decreases, medicare tax	---	+274		
Subtotal, adjustments to base and built-in changes			---	+1,547
1984 Base			1,060	58,510

Comparison by activity/subactivity:	1982 Actual		1983 Approp. Enacted to date		1984 Base		1984 Estimate		Inc(+)/Dec(-) fr.1983 Appro.		Inc(+)/Dec(-) fr.1984 Base	
	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount
1. Construction and Acquisition												
A. Building Construction	1	56	---	---	---	---	---	---	---	---	---	---
B. Recreation Construction	4	144	4	55	4	58	---	---	-4	-55	-4	-58
C. Transportation Construction	7	3,067	8	636	8	642	6	696	-2	+60	-2	+54
D. Access Acquisition	8	654	8	400	8	406	7	315	-1	-85	-1	-91
Subtotal	20	3,921	20	1,091	20	1,106	13	1,011	-7	-80	-7	-95
2. Maintenance												
A. Building Maintenance	8	586	8	500	8	510	8	510	---	+10	---	---
B. Recreation Maintenance	30	1,080	30	1,000	30	1,040	28	823	-2	-177	-2	-217
C. Transportation Maintenance	126	4,555	129	3,500	129	3,668	109	2,870	-20	-630	-20	-798
Subtotal	164	6,221	167	5,000	167	5,218	145	4,230	-22	-797	-22	-1,015
3. Renewable Resources Management												
A. Timber Management	518	15,642	503	19,055	503	19,809	483	12,279	-20	-6,776	-20	-7,530
B. Timber Development/ Reforestation	292	21,603	283	26,265	283	26,688	271	26,141	-12	-124	-12	-547
C. Timber Protection	19	2,714	19	2,714	19	2,742	19	3,020	---	+306	---	+278
D. Other Forest Resources	63	2,131	63	2,386	63	2,480	55	2,171	-8	-215	-8	-309
Subtotal	892	42,090	868	50,420	868	51,719	828	43,611	-40	-6,809	-40	-8,108
4. Planning and Data Management												
A. Planning	10	411	2	247	2	253	1	97	-1	-150	-1	-156
B. Data Management	3	145	3	205	3	214	3	214	---	+9	---	---
Subtotal	13	556	5	452	5	467	4	311	-1	-141	-1	-156
TOTAL, REQUIREMENTS	1,089	52,788	1,060	56,963	1,060	58,510	990	49,136	-70	-7,827	-70	-9,374

BUREAU OF LAND MANAGEMENT

Justification of Adjustments to Base

(dollar amounts in thousands)

	FTE-T	Amount
Appropriation: Oregon and California Grant Lands		
Adjustment for pay increase:		
Anticipated FY 1983 pay increase supplemental	---	$657
Amount of FY 1983 pay increase to be absorbed	---	+656
Total cost in FY 1983 of pay increase	---	1,313
Adjustment for full-year cost of 1983 pay increase and FTE changes		-40
Total adjustment for 1983 pay increase	---	+1,273

The anticipated 1983 pay supplemental of $657,000 includes $515,000 for the general schedule and executive schedule pay increase effective October 1, 1982 and $142,000 for wage board pay increases during 1983. An additional $616,000 is required in 1984 to cover the full-year cost of the 1983 pay supplemental, including $452,000 for general and executive schedule and $164,000 for wage board pay increases.

The additional amounts absorbed for the pay cost increase will result in a reduction of 15 FTE's (-$300,000) in the Construction and Acquisition, Maintenance, and Planning and Data Management activities and reduced contract activities ($356,000) in the renewable resources management activity, timber management program.

Medicare Tax	---	+274

The increase is the result of payments to be made beginning in 1983 for the Medicare tax for Federal employees. These charges will be reimbursed to the Department of Health and Human Services, FICA-Hospital Insurance Tax Fund, pursuant to P.L. 97-248.

Appropriation: Oregon and California Grant Lands

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc. (+) Dec. (-) from Base
Construction and Acquisition						
BLM	$	791	806	511	-280	-295
	(FTE-T)	(20)	(20)	(13)	(-7)	(7)
Forest Service	$	300	300	500	+200	+200
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	(1,091)	(1,106)	(1,011)	(-80)	(-95)
	(FTE-T)	(20)	(20)	(13)	(-7)	(-7)
Maintenance						
BLM	$	4,500	4,718	3,743	-757	-975
	(FTE-T)	(167)	(167)	(145)	(-22)	(-22)
Forest Service	$	---	---	160	+160	+160
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	$	500	500	300	-200	-200
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	(5,000)	(5,218)	(4,203)	(-797)	(-1,015)
	FTE-T	(167)	(167)	(145)	(-22)	(-22)
Renewable Resources Management						
BLM	$	41,236	42,535	41,516	+280	-1,019
	(FTE-T)	(868)	(868)	(828)	(-40)	(-40)
Forest Service	$	9,084	9,084	1,995	-7,089	-7,089
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	(50,420)	(51,719)	(43,611)	(-6,809)	(-8,108)
	(FTE-T)	(868)	(868)	(828)	(-40)	(-40)

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc. (+) Dec. (-) from Base
Planning and Data Management						
BLM	$	452	467	311	-141	-156
	(FTE-T)	(5)	(5)	(4)	(-1)	(-1)
Subtotal	$	(452)	(467)	(311)	(-141)	(-156)
	(FTE-T)	(5)	(5)	(4)	(-1)	(-1)
Total Requirements	$	56,963	58,510	49,136	-7,827	-9,374
	(FTE-T)	(1,060)	(1,060)	(990)	(-70)	(-70)

Authorization

43 U.S.C. 1181 P.L. 75-405	The Conservation of Timber on Certain Lands in Oregon Act of 1937 provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road Lands.
53 Stat. 753	The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in Western Oregon.
16 U.S.C. 594 P.L. 67-315	The Timber Protection Act of 1922 provides for the protection of timber from fire, disease, and insects.
43 U.S.C. 1702 P.L. 94-579	The Federal Land Policy and Management Act of 1976 applies to all public lands which include the O&C grant lands by definition (43 U.S.C. 1702). However, in the event that any provision of this Act is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other acts listed under the other appropriations in this document apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in Western Oregon.

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides that revenues from the Oregon and California (O&C) Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties;

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands.

By 1951, the Treasury had been repaid in full for money advanced to make payments in lieu of taxes, and according to the O&C Act the 18 counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third (or 25 percent of total receipts) to the United States for the development and management of O&C lands.

Since 1953, Congress has appropriated a portion of the returned receipts for management of the O&C lands. Since 1960, the full 25 percent of aggregate receipts has been appropriated by Congress under the Oregon and California Grant Land Fund Appropriation.

In FY 1982, for the first time, a direct appropriation of $52,788,000 was approved by Congress to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation, caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands are now transferred to the General Fund in the Treasury for reimbursement for all or part of the direct appropriation. BLM's FY 1984 O&C appropriation request is a continuation of this approach.

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Building Construction

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Program Objectives and Description

The objective of the program is to construct those facilities that are determined to be necessary to support resource management. Some specific projects oriented toward timber management include the seed orchard buildings and district office complexes.

Benefits derived from the building construction program vary from providing office space to providing a controlled environment for tree seed processing and seedling production in greenhouse facilities. Specific anticipated benefits are usually identified during facility planning stages.

FY 1984 Program

No building construction projects are scheduled for FY 1984. No survey and design is needed in FY 1984.

Activity: Construction and Acquisition
Subactivity: Recreation Construction

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	55	58	---	-55	-58
	(FTE-T)	(4)	(4)	(---)	(- 4)	(-4)

Objectives

The Recreation Construction Program is a support activity to the recreation management program and recreation use on O&C lands. Activities include new construction, major renovation, and replacement of existing sites. The goals of the program are to provide facilities which are easy to maintain, provide for visitor and employee safety, and meet visitor demand.

Base program

Since Recreation Construction is a support function for O&C recreation, the benefits are those listed under the recreation maintenance and recreation management activities.

Before new construction takes place, the recreation planners must determine what is needed and where it should be located. The engineers (mechanical, civil, electrical), architects and landscape architects then work in concert to design and construct the facilities in order to meet the needs stated by the recreation planners and management. Renovation involves similar processes, except that the need for new construction may be pointed out by operations employees who perform the maintenance, or by district engineers as the result of annual site inspections. Renovation still involves heavy input from recreation planners and managers in order to better design the facility to avoid old problems and meet new demands.

Decrease for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	58	---	-58
(FTE-T)	(4)	---	(-4)

No recreation construction projects are scheduled for FY 1984. No survey and design is required for in FY 1984. The decrease is possible because survey and design work funded in FY 1983 has been completed and there are no immediate requirements for additional work.

Distribution of change by object class

The object class detail for the proposed $58,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Engineering Technician	5	4	$ 55,100
Clerk/Typist	3	1	10,645
Subtotal		5	$ 65,745
Less lapse (at 25%)	25%	+1	+16,436
Full-Time Equivalent -Total		4	49,309
Personnel benefits			6,000
Supplies and material			2,691
Total			$58,000

Justification of Program and Performance

Activity: Construction and Acquisition
Subactivity: Transportation Construction

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
BLM	$	336	342	196	-140	-146
	(FTE-T)	(8)	(8)	(6)	(-2)	(-2)
Forest Service	$	300	300	500	+200	+200
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	636	642	696	+60	+54
	(FTE-T)	(8)	(8)	(6)	(-2)	(-2)

Objective

The major objective of the Transportation Construction program is to provide a safe and energy efficient transportation system for access to the O&C lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, air strips, and related appurtenances such as bridges and signs.

Bureau of Land Management

Base program

The base program level provides support to the timber management program by providing transportation, planning and survey and design for access roads for the development and harvest of the timber resource. More specifically, the program plans for:

- Road access to areas for management purposes and where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for management of second-growth timber for stand improvement. Also plans access for commercial thinning volume to allow utilization of timber of marginal value.

- Access to merchantable timber areas where the construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This includes such projects as large amounts of rock excavation, difficult rock quarry and crushing operations, paving operations, large amounts of end haul, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

The workload in the transportation construction program varies in amount and type each year depending upon the needs of the current timber management program. The following table displays actual accomplishments in FY 1982 and estimated workloads in FY 1983 and 1984 base:

Workload Measure	FY 1982	FY 1983	FY 1984 Base
Sign installation (number)	200	200	200
Transportation plans (number)	5	5	5
Survey and design (miles)		20	20
Gravel Stockpiled (tons)	150,000	---	---

Decrease for 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	342	196	-146
(FTE-T)	(8)	(6)	(-2)

The $196,000 program funding level will enable BLM to maintain the necessary level of effort for signs, transportation system activity plans, and advance survey and design of timber access roads associated with the FY 1985 timber sale program.

The following workloads will be accomplished:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Difference
Sign installation (number)	200	200	---
Transportation plans (number)	5	5	---
Survey and design (miles)	20	12	-8
Gravel Stockpiled (tons)	---	---	---

Distribution of change by object class

The object class detail for the $146,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Civil Engineer	11	1	$ 25,325
Engineering Technician	7/9	2	38,042
Subtotal		3	$ 63,367
Less lapse (at 25%)	25%	+1	+15,842
Full-time Equivalent-Total		2	$ 47,525
Personnel benefits			5,800
Travel and transportation of persons			1,000
Other services			90,000
Supplies and materials			1,675
Total			$146,000

Forest Service

Base program

The base program for transportation construction provides support to the timber management and development programs by providing the basic access road systems. Workloads include transportation planning, survey and design, contract preparation and award, and contract administration. Workload amounts vary each year, depending upon the needs of the current timber sale program.

Increase in FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	300	500	+200
(FTE-T)	(---)	(---)	(---)

The proposed increase of $200,000 will enable the Forest Service to construct 1.3 miles of timber access road to support the FY 1985 timber sale program.

Distribution of change by object class

The object class detail for the proposed $200,000 increase is as follows:

Other services	$200,000

Activity: Construction and Acquisition
Subactivity: Access

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) From 1983	Inc. (+) Dec. (-) From Base
Total Requirements	$	400	406	315	-85	-91
	(FTE-T)	(8)	(8)	(7)	(-1)	(-1)

Objectives

The major objectives of the Access Acquisition program are as follows:

- obtain and maintain legal access for the forest management program. Such legal access is not only in support of the timber sale program, but must provide continuous legal access for all forest management activities such as reforestation, thinnings, fertilization, and various other cultural activities.

- obtain and maintain legal access for the general public when such access is deemed appropriate by management. Examples may be access to developed recreation sites, access to large tracts for extensive public uses such as hunting, fishing, etc.

- implement Title 5 of FLPMA relating to road cost-sharing when appropriate policies, regulations, and procedures are promulgated.

Base program

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Lead time is essential in the access acquisition program to ensure that legal access is available when management actions are scheduled to take place. A lead time of two years or more is needed, depending upon the complexity of the road system, number of owners involved, attitude of the owners, and the ultimate need to exercise the right of eminent domain.

The major steps involved in the acquisition of easements and reciprocal road use agreements are as follows:

Easement

Work Item	Type of Expertise Required
1. Identification of need for easement including determination of type of access, e.g., exclusive, nonexclusive, permanent, temporary, public rights, or no public rights.	Forestry Planning Engineering All other skills involved in land-use allocation

2. Route analysis, environmental analysis, and route selection.	Forestry Planning Engineering Soils Archeology Wildlife
3. Survey and design of road and preparation of easement plat.	Engineering Access Specialist Cadastral Survey
4. Title evidence obtained and appraisal made.	Access Specialist Appraisor
5. Easement document prepared.	Access Specialist
6. Negotiations with landowner.	Access Specialist
7. Settlement with landowners or submission and preparation of case for condemnation.	Access Specialist

Road Use Agreement

Work Item	Type of Expertise Required
1. Analysis of application by landowners for crossing rights.	Forestry Planning Access Specialist
2. Determination as to applicability of road use agreement rather than temporary road permit.	Forestry Planning Access Specialist
3. Negotiation for reciprocal rights, if applicable.	Access Specialist
4. Formal documents prepared and signed spelling out conditions of road use.	Access Specialist

The base program workload includes easement survey, negotiations, appraisal, acquisition of title evidence, and payment for use as displayed in the following table:

Workload Measure	1982	1983 Approp.	1984 Base	Increase (+) or Decrease (-)
Easement surveys (#)	45	45	45	---
Title Evidence Acquired	50	50	50	---
Appraisals (#)	40	40	40	---
Easements Acquired (#)	40	40	40	---
Road Use Agreements (#)	4	5	5	---
Supplements to Road Use Agreements (#)	125	100	100	---

The primary benefits of the access acquisition program include:

- Providing continuous legal access so that all intensive management practices can be applied wherever and whenever silvicultural needs dictate. This, in turn, means that the allowable cut level can be set at an optimum level without reduction, which would be necessitated if legal access for cultural treatments were not maintained.

- Increasing bid prices on timber sales offered with access assured to all qualified bidders. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices. However, in any given year, an average increase of only 40 cents per MBF over the appraised price on the timber sales offered would fully cover the entire cost of the access program.

- Providing continuous legal access to the public for full use and enjoyment of the O&C lands.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	406	315	-91
(FTE-T)	(8)	(7)	(-1)

The $315,000 funding level will be adequate to accomplish the access work in FY 1984. A majority of the FY 1984 workload will be in support of the FY 1985 timber sale program, which will include the use of more roads with existing easements.

Base program workload levels will be reduced by the following amounts:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Easement Surveys (#)	45	45	---
Title Evidence Acquired (#)	50	30	-20
Appraisals (#)	40	30	-10
Easements Acquired (#)	40	30	-10
Road Use Agreements (#)	5	5	---
Supplements to Road Use Agreements (#)	100	80	-20

Distribution of change by object class

The object class detail for the $91,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Civil Engineer	12	1	$ 33,290
Less lapse (at 25%)	25%		+8,323
Full-time Equivalent-Total			$ 24,967
Personnel benefits			3,000
Lands and structures			63,033
Total			$ 91,000

Justification of Program and Performance

Activity: Maintenance
Subactivity: Building Maintenance

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
1) BLM	$	500	510	480	-20	-30
	(FTE-T)	(8)	(8)	(8)	(--)	(--)
2) Forest Service	$	--	--	30	+30	+30
	(FTE-T)	(---)	(--)	(--)	(--)	(--)
Total Requirements	$	500	510	510	+10	--
	(FTE-T)	(8)	(8)	(8)	(--)	(--)

Objective

The objective of this program is to protect the capital investment in buildings and related facilities and to ensure that the facilities continue to provide the service intended throughout the life cycle. Specific objectives include:

- Inspection of all buildings, yards, and parking lots and identification of needed repairs;
- Repair of interior and exterior of buildings as required;
- Repair and/or replacement of water, sewage and electrical utility systems that do not meet safety and health codes; and
- Resurfacing of wareyards and driveways, repair of fences, and upkeep on landscaping at administrative facilities.

Bureau of Land Management

Base program

Facilities maintained vary from district office and radio buildings to tree seed extractories and greenhouses for seedling production. The following table displays the number of existing buildings and systems included in the maintenance schedule:

Type of Facility	Number	Size)
Office	7	147,000 sq. ft.
Warehouse	63	61,200 sq. ft.
Flammable liquid storage	4	3,800 sq. ft.
Radio	8	2,300 sq. ft.
Pumphouses	3	8,400 sq. ft.
Seed cleaning	1	7,300 sq. ft.
Seed extraction facilities	4	4,400 sq. ft.
Greenhouses/shadehouses	4	26,200 sq. ft.
Shop buildings	2	38,500 sq. ft.
Grounds (wareyards, lawns)	44	143 acres
Water systems	37	-
Sewer systems	41	-

A majority of the work is accomplished by in-house labor and expertise. Specialized expertise for sophisticated control systems is contracted to local firms.

The base program level funds maintenance on an as-needed basis, on the facilities, grounds, and systems itemized above.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	510	480	-30
(FTE-T)	(8)	(8)	(---)

The proposed funding level will ensure that all health and safety standards are maintained and that capital investments are protected. Savings in the amount of the proposed reductions will be realized by employing new materials which require less labor to apply and less maintenance in future years and by deferring noncritical maintenance. Workloads planned include:

Type of Facility	FY 1983 No.	FY 1983 Amount	FY 1984 Base No.	FY 1984 Base Amount	FY 1984 Estimate No.	FY 1984 Estimate Amount
Office buildings (sq. ft.)	7	147,000	7	147,000	7	147,000
Other buildings (sq. ft.) (warehouses, pumphouses, radio, greenhouses, etc.)	89	90,900	89	90,900	39	67,900
Grounds (acres)	44	143	44	143	44	143
Water systems (number)	37	--	37	--	37	--
Sewer systems (number)	41	--	41	--	41	--

Distribution of change by object class

The object class detail for the proposed $30,000 decrease is as follows:

Other services	$ 30,000

Forest Service

Base program

The base program level for FY 1984 provides for the proportionate share of the maintenance of ranger district offices and work centers that serve the O&C forest lands within each national forest.

Item	Number	Sq. Ft.
Office buildings	18	414,000
Warehouses and other buildings	15	183,000

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	--	30	+30
(FTE-T)	(--)	(--)	(--)

The proposed funding level for FY 1984 does not reflect the total amount to be used for building maintenance. The proposed amount will be used to provide a pro-rata share of maintenance at a level that will ensure that all health and safety standards are met. An additional amount will be used from other Forest Service accounts to ensure protection of the capital investment.

Distribution of change by object class

The object class detail for the proposed $30,000 increase is as follows:

	Amount
Other services	$ 26,000
Supplies and materials	4,000
Total	$ 30,000

Justification of Program and Performance

Activity: Maintenance
Subactivity: Recreation Maintenance

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc .(+) Dec. (-) from Base
1) BLM	$	1,000	1,040	793	-207	-247
	(FTE-T)	(30)	(30)	(28)	(-2)	(-2)
2) Forest Service	$	---	---	30	+30	+30
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	1,000	1,040	823	-177	-217
	(FTE-T)	(30)	(30)	(28)	(-2)	(-2)

Bureau of Land Management

Objectives

The objectives of the program are to ensure that all recreation sites are operated and maintained so that: (1) the public receives the maximum recreation benefits from the facilities, (2) natural and cultural resources are not destroyed through over use, (3) public and employee health and safety are not endangered while on site, and (4) the facilities are maintained so that they last for their designed life expectancies.

Base program

The Recreation Maintenance program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation sites and 65 undeveloped sites in western Oregon. The following table displays the facilities included in the maintenance schedule:

Type of Facility (unit of measure)	Number
Developed campsites (family units)	702
Developed picnic sites (family units)	682
Undeveloped picnic sites (no.)	65
Water systems (no.)	40
Sewer systems (no.)	24
Trails within recreation sites (miles)	19
Signs (no.)	90
Hazards (average number existing at a given time)	10

All developed facilities are provided preventative and operational maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is done on an as-needed basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers, recreation technicians, contract, volunteer, and user participation. Written directives covering Visitor Safety and Hazard Management and Use Permits for Developed Sites and Site Management have been issues, to improve consistency in implementation from district to district.

The facilities we provide meet the requirements of the O&C Act for recreation as a facet of management. Having recreation concentrated in specific areas reduces conflicts with other resource management.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	1,040	793	-247
(FTE-T)	(30)	(28)	(-2)

Maintenance of all recreation facilities will continue at a level that will ensure compliance with health and safety standards, and protect the capital investments. The overall cost of maintenance will be reduced in FY 1984 by using concessionaires to operate and maintain highly developed sites along main highways. This program is being tested in FY 1983, and we are optimistic that savings can be realized. Additional savings will be realized by reducing the overall cost of maintaining a unit. The goal is to reduce the cost from an estimated $702 per unit in FY 1983 to $525 in FY 1984.

We believe this goal can be attained through the use of some of the new, more durable maintenance materials which require less yearly maintenance and are easier to apply or install and the use of less costly operational procedures. This will include:

- Continue to work with the Oregon State Department of Environmental Quality (ODEQ) to devise less costly methods of managing human waste disposal in remote sites.

- Use of new, more durable paints and stains that can be applied by spray or roller rather than brush, which results in faster, less costly application and less frequent repainting.

- Use of new, more durable roofing, siding and structural materials to increase the usable life of the structures and reduce frequency of maintenance.

- Use of improved road maintenance materials to extend usable life and reduce frequency of maintenance.

- Use of more efficient equipment and procedures for collecting and disposing of solid waste.

Distribution of change by object class

The object class detail for the proposed $247,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Landscape Architect	11	1	$ 25,325
Laborer (WG)	5/6	2	30,235
Subtotal		3	$ 55,560
Less lapse (at 25%)	25%	+1	+13,890
Full-Time Equivalent-Total		2	41,670
Personnel benefits			5,000
Travel and transportation of things			1,000
Other services			189,330
Supplies and materials			10,000
Total			$247,000

Forest Service

Objective

To maintain developed and underdeveloped sites to provide a safe, healthy environment for the public users and to protect prior capital investments of the United States Government.

Base program

The base program for FY 1984 provides for the maintenance of the following undeveloped recreation sites:

Workload Measure	1982 Actual	1983 Estimate	1984 Base
Camp and picnic sites	220	220	220

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	---	30	+30
(FTE-T)	(---)	(---)	(---)

The proposed funding level for FY 1984 does not reflect the total amount to be used for recreation maintenance. The proposed amount will be used to maintain all undeveloped recreation sites at a level that will meet minimum health and safety standards.

Distribution of change by object class

The object class detail for the proposed $30,000 increase is as follows:

Other services	$20,000
Supplies and materials	10,000
	$30,000

Justification of Program and Performance

Activity: Maintenance
Subactivity: Transportation Maintenance

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from Base
1) BLM	$	3,000	3,168	2,470	-530	-698
	(FTE-T)	(129)	(129)	(109)	(-20)	(-20)
2) Forest Service	$	---	---	100	+100	+100
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
3) Federal Highway Administration	$	500	500	300	-200	-200
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	3,500	3,668	2,870	-630	-798
	(FTE-T)	(129)	(129)	(110)	(-20)	(-20)

Bureau of Land Management

Objectives

The objective of the transportation maintenance program is to maintain the forest road and trail system in a condition needed to ensure proper land and resource management through improved physical access for the safe efficient transport of forest products from the forest to the milling, manufacturing or loading facility, and safe access to forest lands for the forest industry, BLM personnel, and the general public.

General Program

The major effort, maintenance of the road system, is accomplished primarily by BLM crews with contracts for materials such as asphalt, aggregate, herbicides, fuels, culverts, equipment, and supplemental equipment rental. Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management and other resource maintenance level needs for transportation facilities.

The following table displays the facilities and workloads included in the transportation maintenance schedule:

Item (unit of measure)	Amount
Gravel surfaced road (miles)	5,015
Bituminous surfaced road (miles)	680
Bridges (number)	10
Major drainage structures (number)	10
Roadside brush control (miles)	2,270
Fill and cut slopes maintained (acres)	467
Trails (miles)	60
Signs (number)	5,000

The BLM timber access road system is part of a total system that provides access to Federal and private timber lands. A proportionate share of the initial cost of a road is paid by private industry by means of a road use fee system. The share will vary for each road, depending upon the percentage of the total timber volume owned by each party that is tributary to the road or that will eventually be transported over the road. If 50 percent of the volume to be transported over a specific road is private, then private companies will pay 50 percent of the cost of the road by means of road use fees as the timber is harvested and hauled.

The monies collected in road use fees are deposited in the Treasury to amortize the Government's original cost for the non-government share of the road use.

In addition to road use fees, each commercial user of BLM roads is assessed a road maintenance fee. Monies collected in maintenance fees each year become a part of the total fund available for road maintenance, through a permanent appropriation for road maintenance described on page BLM-358.

The transportation maintenance program provides benefits to users of the O&C lands, including the timber industry and the general public. Benefits returned are primarily in the form of higher bid prices for timber, realized when the purchaser does not have to sustain the costs of labor and equipment for maintenance, and a safe, energy efficient roadway is provided that reduces hauling costs to a minimum.

Base program

The base program includes the following workloads:

Workload Measure	FY 1982	FY 1983 Estimate	FY 1984 Base
Road maintenance (miles)	5,101	4,100	4,100
Trail maintenance (miles)	59	59	59
Bridge maintenance (#)	3	3	3
Bridge inspections (#)	30	30	30
Roadside brush control (miles)	400	400	400
Fill and cut slopes maintained (acres)	467	467	467
Signs	500	500	500

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	3,168	2,470	-698
(FTE-T)	(129)	(109)	(-20)

The proposed funding for BLM in FY 1984 is a $698,000 reduction. Maintenance of surfaced roads averages about $1,000 per mile. Consequently, 698 fewer miles will be maintained by use of appropriated funds. Decreased maintenance is possible due to decreased timber harvest in FY 1982 and FY 1983. The FY 1984 program includes the following workloads:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Difference
Road maintenance (miles)	4,100	3,402	-698
Trail maintenance (miles)	59	59	---
Bridge maintenance (#)	3	3	---
Bridge inspection (#)	30	30	---
Roadside brush control (acres)	400	400	---
Fill and cut slope maintenance (acres)	467	467	---
Sign maintenance (#)	500	500	---

Distribution of change by object class

The object class detail for the proposed $698,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Equipment Operator (WG)	8	18	$ 324,000
Laborer (WG)	5	9	180,000
Subtotal		27	$ 504,000
Less lapse (25%)	25%	+7	+126,000
Full-time Equivalent-Total		20	$ 378,000
Personnel benefits			45,300
Travel and transportation of persons			2,000
Other services			60,000
Supplies and materials			85,000
Lands and structures			127,700
Total			$698,000

Forest Service

Base program

The 1984 base program provides for the maintenance of 1,265 miles of road. All roads are maintained to support the timber harvest program and other resource activities.

Increase for FY 1984 (dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	---	100	+100
(FTE-T)	(---)	(---)	(---)

The proposed funding level does not reflect the total amount to be used for transportation maintenance on O&C land. The proposed amount will be used to maintain roads associated with the FY 1984 timber sale program. An additional amount will be used from other Forest Service accounts to meet the total program need.

Distribution of change by object class

The object class detail for the proposed $100,000 increase is as follows:

Other services	$100,000

Federal Highway Administration (FHWA)

Decrease for FY 1984 (dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	500	300	-200
(FTE-T)	(---)	(---)	(---)

The FHWA provides road surfacing aggregate to BLM for use in the Bureau's road and bridge maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of commercial road use and weather damage. In FY 1984, the FHWA program is reduced $200,000 to reflect the proposed reduction in road maintenance, and thus a requirement for less aggregate.

Distribution of change by object class

The object class detail for the proposed $200,000 decrease is as follows:

Other services	$200,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Management

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
1) BLM	$	10,771	11,525	11,164	+393	-361
	(FTE-T)	(503)	(503)	(483)	(-20)	(-20)
2) Forest Service	$	8,184	8,184	1,015	-7,169	-7,169
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
3) Federal Highway Administration	$	100	100	100	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	19,055	19,809	12,279	-6,776	-7,530
	(FTE-T)	(503)	(503)	(483)	(-20)	(-20)

Bureau of Land Management

Objectives

The objective of the timber management program is to ensure that the annual sustained yield capacity (annual allowable cut) of 1.1 billion board feet is prepared for sale from the O&C lands, the intermingled public domain, and Coos Bay Wagon Road lands in western Oregon, and that the timber is harvested and payments are made in accordance with the terms of the timber sale contracts.

Base program

The primary statutory base for the management program on the O&C lands is the O&C Act of 1937 (50 Stat. 874; 43 U.S.C. 1181a, et seq.). Under the Act, lands classified as timberlands ". . . shall be managed for permanent forest production, and the timber thereon shall be sold, cut, and removed in conformity with the principal (sic) of sustained yield for the purpose of providing a permanent source of timber supply, protecting watersheds, regulating stream flow and contributing to the economic stability of local communities and industries, and providing recreational facilities . . ."

The O&C Act also establishes the amount of timber to be sold annually by stating that "timber from said lands in an amount not less than one-half billion feet board measure, or not less than the annual sustained yield capacity when the same has been determined and declared, shall be sold annually, or so much thereof as can be sold at reasonable prices on a normal market."

Policy for Timber Production

The base program is in accordance with the O&C Act and the most recent policy statement for O&C timber production, which is contained in the May 14, 1981 General Policy Statement on Multiple-Use Management of the O&C Railroad Grant Lands.

The General Guidance section of the General Policy Statement includes the following guidance, which is pertinent to timber management:

Social/Economic Considerations:

Management of the O&C lands in western Oregon has a direct effect on the local and state economy. The revenues and employment generated by timber sales, conversion of timber to wood products, and the other values derived from 2.4 million acres of O&C lands provide a significant part of the local and state economy. Heavy public use associated with recreation and scenic values, and sports hunting and fishing sustains major economic values to the local economies. Anadromous fish production from cradle streams found on O&C lands supports a major commercial fishery that is of local and regional importance. Therefore, the primary thrust of the management program on the O&C lands is to provide a high-level and undiminishing output of wood under the principle of sustained yield and recognize and provide for these other needs so as to maintain the economic stability of the local communities and industries.

Land Classification:

All public land administered by the BLM in western Oregon is classified according to the Timber Production Capability Classification (TPCC). The TPCC is an inventory process based on the land's physical and biological capacity to produce timber. Through this process forest lands are segregated into two categories: (1) Commercial Forest Lands which can be managed on a sustained yield basis (Suitable Lands), and (2) Commercial Forest Lands which cannot be managed on a sustained yield basis (Nonsuitable Lands). Approxmately 1.9 million of the 2.4 million acres of Bureau-administered lands are classified as suitable lands.

Section III. of the General Policy Statement pertains to the specific resource objectives and policies for timber production. The policy establishes the basis for calculating the allowable cut, which is the amount of volume prepared and offered for sale in the timber management program. The timber production policy is stated as follows:

B. Specific Resource Objectives and Policies

1. Timber Production:

b. Policy:

1) The allowable cut shall be based on only those lands which have the capacity for providing a sustained yield of timber. Timber volume generated by experimental harvest on lands thought to be nonsuitable, if any, will be in addition to the allowable cut.

2) The allowable cut shall be based on a nondeclining harvest level over time. However, temporary increases over the nondeclining harvest level may be permitted as long as they do not exceed the long-term sustained yield capacity of the land. Temporary increases over the nondeclining harvest level will be permitted only if prescribed criteria are met. These criteria are: (1) early attainment of a regulated forest growing at its long-term sustained yield capacity; (2) reduction in mortality and accompanying timber volume loss; (3) minimizing any projected timber supply shortages; (4) minimizing the impacts of any future decrease in the current allowable cut; and (5) does not result in a subsequent future decrease below the nondeclining harvest level unless unusual and extenuating circumstances exist.

The major elements of the timber management program are:

Inventory and Planning

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans, and the computation of the allowable harvest levels.

The gathering of inventory and silvicultural data is done on a 10-year cycle. During the two years out of each decade that the field data is being collected these short-term increases in funding are required to cover the expenses incurred by the field crews. The eight years between data-gathering efforts are considered the normal years in this element with workloads consisting of the maintenance of technical inventory records and maintenance and updating of timber management and land use plans.

Timber Sale Planning

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ridges which characterize western Oregon commercial timber lands contribute to the complexity of the planning process. The planning process begins with identification of potential sales five years in advance. Out-year plans are refined annually by deleting problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation

This element includes all activities necessary to offer timber for sale, including:

1. Sale area layout
2. Environmental analysis
3. Archaeological clearance
4. Resource conflict resolution
5. Timber values determination and appraisal
6. Contract preparation
7. Sale advertising and award

The timber sale preparation process starts with field crews going out on the ground and physically posting and marking the sale area boundaries, road locations, log skidding trails, and other work areas needed for the haravest operation. When sale layout is complete, the area is examined to determine the specific effects of logging the area on archaeological and other resource values such as wildlife, fisheries, and soil and water. All of this data is used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific adverse impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and decking areas are adjusted to attain the prescribed mitigation.

When final sale area layout is completed, the timber is cruised to determine the volume of merchantable timber. The timber is then appraised to determine its value. Factors influencing the appraisal include, in addition to commercial timber prices, road building and maintenance costs that will be incurred by the timber purchaser.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Generally, the purchaser has 3 years to harvest the timber.

Timber Sale Contract Administration

The work done in this element involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure thta the purchaser adheres to the terms of the contract and that timely payments are made as timber is cut. Specific workloads are:

1. Approval of logging plan
2. Monitoring road and logging facilities construction
3. Monitoring progress of timber cutting and calculating payments due
4. Ensuring that payment due is received before additional timber is cut
5. Processing contract modifications as needed
6. Monitoring the total logging operation until all timber has been removed from the sale area
7. Monitoring the disposal of logging debris (slash)
8. Processing contract expirations and terminations

The following tables display timber management funding and workload statistics.

	Funding ($000)		
Element	FY 1982	FY 1983	FY 1984 Base
Inventory and Planning	$ 720	$ 539	$ 576
Timber Sale Planning	1,005	754	807
Timber Sale Preparation	9,180	7,758	8,299
Timber Sale Contract Admin.	2,295	1,720	1,843
Total	$13,200	$10,771	$11,525

Workload Measure	FY 1982	FY 1983	FY 1984 Base
Inventory (acres)	216,000	200,000	250,000
Timber Sale Plans -			
Annual (#)	21	21	21
5-year (#)	11	21	21
Timber Volume Prepared (MMBF)	1,093	1,100	1,100
Sales Prepared (#)	385	350	350
Timber Volume Sold (MMBF)	1,093	1,100	1,100
Contracts Administered (#)	1,100	1,000	1,150
Timber Volume Sold - Not Harvested (MMBF)	3,310	3,500	3,500
Value of Timber Sold ($000)	102,000	143,000	165,000
Average Sale Price ($/MBF)	94	130	150

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	11,525	11,164	-361
(FTE-T)	(503)	(483)	(-20)

The FY 1984 program is a reduction of $361,000 in timber sale preparation costs. It is anticipated that the full impact of the present slump in the timber industry will not be entirely dissipated by FY 1984 even if the demand for timber products is restored to normal levels. Currently, the amount of timber under contract that is as-yet unharvested is at the highest level in history. Purchasers in the recent past built into their bids the assumption that high inflation rates would continue into the future. In FY 1981, stumpage prices exceeded $300 per thousand board feet of timber. The timber now being harvested tends to be the recent, short-term sales at stumpage prices of about $100 per thousand board feet.

The Secretary has granted a grace period until the end of Calendar Year 1983 on timber sale contracts executed prior to October 1, 1981. By FY 1984, however, the previous high bid prices may still be too high to support profitable timber harvesting. It is likely that some purchasers will default on contracts early in FY 1984. In such cases, BLM would reappraise the timber and reoffer it. Such defaults could take place at any stage of contract fulfillment; and it is likely that some entire contracts would go into default. The cost of reoffering these sales in FY 1984 would be minimal compared to the costs of making new offerings.

At the proposed FY 1984 funding level, the amount offered in new sales will be reduced by 51 million board feet. The plan is to make up the difference by resales. If less than 51 million board feet are involved in defaulted contracts, BLM would not offer the difference.

A factor that influences funding requirements is the development of new planning criteria for the O&C and Coos Bay Wagon Road lands which will make the program more responsive to the requirements of the O&C Act. The present allowable cut level of 1.1 billion board feet of timber is the result of the level of development

practices identified in the timber management plans and the land use allocations determined by BLM's planning system. In recent years, planning criteria resulted in land use decisions that removed lands from the commercial timber base and devoted them to other uses. The FY 1984 budget proposal is based on existing land use and timber management plans.

The following table compares planned accomplishments at the FY 1984 Base and Estimate levels:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Difference
Inventory (Acres)	250,000	250,000	--
Timber Sale Plans -			
5-year (#)	21	21	--
Annual (#)	21	21	--
New Timber Volume Prepared (MMBF)	1,100	1,049	-51
Resale Timber Volume Prepared (MMBF)	--	51	+51
New Sales Prepared (#)	350	335	-15
Resales Prepared	--	15	+15
New Timber Volume Sold (MMBF)	1,100	1,049	-51
Resale Timber Volume Sold (MMBF)	--	51	+51
Contracts Administered (#)	1,150	1,150	--
Timber Volume Sold - Not Harvested (MMBF)	3,500	3,500	--
Value of Timber Sold ($000)	165,000	165,000	--
Average Sale Price ($/MBF)	150	150	--

Distribution of change by object class

The object class detail for the proposed $361,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Forester	5/7	27	$ 426,000
Less lapse (at 25%)	25%	+7	+106,000
Full-time Equivalent-Total		20	$ 320,000
Personnel benefits			39,000
Travel and transportation of persons			2,000
Total			$361,000

Forest Service

Base program

The Forest Service has jurisdiction over 492,000 acres of controverted O&C lands. The controverted lands consist of scattered, odd-numbered O&C sections, which were included within the boundaries of various national forests in Western Oregon by presidential proclamation in the 1890's and early 1900's. The status of the lands (O&C or national forest) was debated by the Departments of Interior and Agriculture until June 23, 1954, when P.L. 426 declared the lands to be revested Oregon and California railroad grant lands and also directed that the lands be administered as national forest lands by the Secretary of Agriculture subject to all laws, rules, and regulations applicable to the National Forests. P.L. 426 also directed that revenues from the lands be distributed in accordance with the formulas of the O&C Act.

Since 1954, the management of controverted O&C lands administered by the Forest Service has been fully integrated with the management of adjoining national forest lands; and the two types of lands have been managed as virtually indistinguishable parts of the National Forests in which they are located.

The FY 1984 base program provides for the preparation and offering of 200 million board feet of timber, and an estimated 160 million board feet of harvest volume from active timber sales. The activity also includes the necessary engineering services for transportation planning, surveys and design of future timber roads, and the other related resource coordination needs for future timber preparation.

Decrease for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	8,184	1,015	-7,169
(FTE-T)	(---)	(---)	(---)

In FY 1984 the Forest Service timber management program on O&C lands will prepare and offer 36 million board feet from 20 active timber sales. This level will provide for the engineering support services for transportation planning, survey and design work on 3.1 miles of road, and engineering contract supervision of purchaser construction work on existing contracts. This level will also provide for the related resource activities to develop prescription for 40 million board feet of future timber sales and to monitor existing sales. Also, the survey of 27 miles of land lines for existing and future timber sales will be conducted.

The preparation and offering of 164 million board feet of timber for sale in FY 1984 will be shifted to other National Forest lands and will become part of the Pacific Northwest Region's regular timber sale program. The necessary engineering support, related resource support and land line work will also be a part of the regular program to assist in the preparation of the 164 million board feet. Funding for this workload will be requested by the Forest Service.

Distribution of change by object class

The object class detail for the proposed $7,169,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Forester	11	12	$ 294,096
Forester	9	13	263,328
Forester	5/7	13	189,000
Subtotal		38	$ 746,424
Less lapse (at 25%)	25%	+10	+186,606
Full-time Equivalent Total		28 1/	$ 559,818
Personnel benefits			67,200
Travel and transportation of persons			10,000
Other services			3,531,982
Lands and structures			3,000,000
Total			$7,169,000

1/ FTE included in regular Forest Service ceiling.

Federal Highway Administration

FY 1984 Program

The Federal Highway Administration provides BLM a variety of specialized engineering services associated with the location and design of timber access roads, and evaluation of rock quarry sites. The kind and amount of services rendered vary from year to year depending upon the difficulty of road location and number of quarry sites needed. The following is the average workload output. It is estimated that the FY 1984 workload will be near the average level.

Item	Amount
Rock core drilling	5,000 lin. ft.
Material testing	200 tests
Roads requiring special engineering consulting services	30 roads

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Development and Reforestation

(dollar amounts in thousands)

		FY 1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimated	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from base
1) BLM	$	25,365	25,788	25,241	-124	-547
	(FTE-T)	(283)	(283)	(271)	(-12)	(-12)
2) Forest Service	$	900	900	900	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	26,265	26,668	26,141	-124	-547
	(FTE-T)	(283)	(283)	(271)	(-12)	(-12)

Bureau of Land Management

Objective

The objective of the Timber Development and Reforestation Program is to accomplish the various practices that the Allowable Cut Plan indicates are necessary to produce the selected level of timber production on a sustained yield basis, including:

- Reforest harvested areas promptly
- Maintain or achieve optimum conditions for tree and stand growth (thinnings/release)
- Improve site fertility (fertilization)
- Protect seedlings from growth reduction or death caused by animals, heat, vegetation, and diseases.
- Eliminate the following reforestation backlog by converting brush fields and inferior conifer or hardwood stands on conifer sites to conifer production, and initiate and support research to improve reforestation success and stand growth. The existing reforestation backlog includes:

Plantable backlog	3,216 acres
Backlog needing grass/brush conversion	6,355 acres
Backlog needing hardwood conversion	11,084 acres
Backlog needing noncommercial hardwood conversion	1,147 acres
Total backlog	21,801 acres

Base program

The reforestation and development practice workload is accomplished principally through contracting specific land treatment projects (i.e., tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished in this way. The remaining 5 percent is done with Bureau employees, usually temporary employees.

Project elements where permanent BLM personnel are primarily used include studies and research, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

Studies and Research - Includes all work associated with field studies that are done to identify development needs, monitor results of past actions, and coordinate activities associated with the adaptive and fundamental stages of the Forestry Intensified Research (FIR) contracts and interagency agreements.

Environmental Analysis - Includes all work involved in preparing and reviewing environmental assessments and environmental statements relating to intensive forest management practices.

Inventory, Project Planning, Layout and Contract Preparation - Includes all work involved in conducting post treatment surveys to evaluate the effectiveness of land treatments and preparing land treatment contracts for bid advertisement and award.

Contract Administration - Includes all work associated with the supervision and administration of genetic improvement, land treatment, service, and supply contracts.

Seed Orchard Operation - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Lorane seed orchards, which are progeny test plantations where genetically superior trees are grown for seed production.

The following listing displays the types of activities involved in the program elements described above and displays the skill types and actions required.

Activity	Skills/Action
Planning reforestation needs	Forester
Tree seedling production	Forester/nurserymen/procurement
Silvicultural prescriptions	Forester
Cone collection	Forester/technician/procurement
Cone processing	Forester/procurement/orchardist
Genetic tree improvement	Geneticist/forester
Tree planting	Forester/technician/procurement
Tree protection/release	Forester/technician/procurement
Planing site preparation	Forester/technician/procurement
Precommercial thinning	Forester/technician/procurement
Fertilization	Forester/soil scientist
Field studies	Forester/scientist
Research studies	Forester/scientist/procurement
Prescribed burning	Forester/technician/equipment operator
Vegetation management	Forester/technician/procurement
Long-range planning	Forester/planner/administrator
EA preparation and review	Fishery, wildlife, water, soils specialists/forester

Activity	Skills/Action
Project layout	Forester/technician
Contract preparation	Forester
Contract administration	Forester/technician
Project evaluation	Forester/technician
Stocking surveys	Forester/technician
Records	Forester/technician
Vegetation surveys	Forester/technician
Seed and seedling storage	Technician
Economic analysis	Forester/economist
Growth and yield analysis	Forester/biometrician/silviculturist
Progeny test site establishment	Forester/technician
Seed orchard maintenance and development	Orchardist/administrative Horticulturist/gardener/technician
Quality control review	Staff forester/administrator
Controlled pollination	Geneticist/technician

By FY 1984, a new generation of Management Framework Plans (MFPs) and allowable cut plans will have been completed in western Oregon. These plans incorporate timber development practices in establishing the allowable cut levels. Benefit/Cost analyses are performed on the planned practices to ensure that the value of additional timber produced exceeds the cost of the investments. If planned investments are not undertaken, the allowable cut levels must be reduced, and timber production will decrease correspondingly. This budget is based on existing land use plans pending completion of the new plans.

The following tables display funding and workload statistics for the base level of funding:

	Funding ($000)		
Program Element	FY 1982 Approp.	FY 1983 Approp.	FY 1984 Base
Studies and research (including Forestry Intensified Research = FIR)	$1,850 1/	$2,029	$2,063
	(964)	(1,000)	(1,300)
Environmental analysis	230	253	257
Inventory, project planning, layout and contract preparation	4,100	4,819	4,900
Contract administration	3,800	4,058	4,126
Project cost	10,867	12,684	12,894
Seed orchard operation	1,500	1,522	1,548
Total	22,347	25,365	25,788

1/ FIR funded from the MLR appropriation in FY 1982. Base was shifted to O&C appropriation in FY 1983.

Included in the FY 1984 base program is $1,300,000 to fund BLM's share of the Forestry Intensified Research (FIR) Program to develop improved reforestation and timber stand improvement technology. Other participants in the program are the Forest Service, the Oregon State Forestry Department, and various industrial and private landowners. The program was initiated in 1978 because of reforestation problems that were being encountered in southern Oregon.

More than 100,000 acres of timbered O&C lands have been removed from the allowable cut base because of anticipated reforestation problems. These lands can be restored to the base if successful reforestation techniques are developed through such research projects.

Workload Measures	FY 1982 Actual	FY 1983 Planned	FY 1984 Base
Studies and research (#)	37	37	37
Environmental analysis (#)	78	78	80
Tree planting (acres)	20,100	18,000	27,000
Seedling procurement (million trees)	15.7	18.3	20.0
Seed procurement (lbs) 1/	9,400	0	Unknown
Land treatment (acres - includes site preparation, stocking maintenance, protection and release	45,000	47,000	36,000
Stand improvement (acres - includes precommercial thinning and fertilization)	26,000	28,000	18,000
Inventory (acres - post treatment surveys)	136,300	126,900	130,000

1/ Seed procurement is dependent on cone crop. FY 1983 had no pickable crop of cones. FY 1984 potential cone crop cannot be anticipated at this time.

The timber development investment levels provide immediate and long-term benefits both to timber production in western Oregon and to the regional and national economy.

The value of the timber development and reforestation investments can be illustrated with the following example:

Annual Allowable Cut without thinnings, genetic improvement, intensive reforestation, stand conversion, brush and hardwood control, and with a 3-year increase in regeneration lag.	886 MMBF
Annual Allowable Cut with all of the above management practices.	1,172 MMBF
Annual timber sale offerings attributable to development investments.	+286 MMBF

Current value of 286 MMBF at $150/MBF	=	$42,900,000
Current cost of timber development program	=	$25,788,000
Current B/C ratio	=	1.66:1

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	25,788	25,241	-547
FTE-T	(283)	(271)	(-12)

The proposed FY 1984 program decrease of $547,000 will be made by deferring those development practices that have the least amount of impact on the allowable harvest level. The deferral of precommercial thinning and fertilization projects will result in a reduction in the allowable harvest for FY 1984 of 51 million board feet. This is consistent with the proposed reduction identified in the Timber Management program.

Base program workload levels will be reduced by the following amounts:

Item	FY 1984 Base	FY 1984 Estimate	Difference
Precommercial thinning and fertilization (acres)	18,000	11,160	-6,840

Distribution of change by object class

The object class detail for the proposed reduction of $547,000 is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Forester	7/9	8	$ 144,528
Forestry Technician	4	8	98,776
Subtotal		16	$ 243,304
Less lapse (at 25%)	25%	+4	+60,826
Full-Time Equivalent-Total		12	$ 182,478
Personnel benefits			22,000
Lands and structures			342,522
Total			$547,000

Forest Service

Objective

The objective of the timber development program of the Forest Service administered O&C lands is to accomplish necessary reforestation and timber stand improvement work in order to maintain a high level of timber production in future years.

FY 1984 Program

The proposed funding level will ensure accomplishment of 4,000 acres of reforestation and stand improvements needed to maintain the growth projections necessary to sustain future year timber yields. Cost benefit analyses are performed on each project proposal to ensure that the value of additional timber production will return the cost of investment.

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Timber Protection

(dollar amounts in thousands)

		FY 1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimated	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from base
1) BLM	$	2,714	2,742	2,940	+226	+198
	(FTE-T)	(19)	(19)	(19)	(---)	(---)
2) Forest Service	$	---	---	80	+80	+80
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	2,714	2,742	3,020	+306	+278
	(FTE-T)	(19)	(19)	(19)	(---)	(---)

Bureau of Land Management

Objectives

The objectives of the Timber Protection Program are:

- Protect the approximately 2 1/2 million acres of western Oregon lands from fire, and
- Provide hazard reduction and prescribed fire support for O&C timber production.

Fire protection for all lands under BLM jurisdiction in western Oregon is provided by the Oregon State Department of Forestry. The existence of the highly effective state protection organization has made it unnecessary for BLM to build and maintain a fire suppression organization in western Oregon.

In FY 1982 the protection agreement covered 2,375,823 acres at a cost of $1,615,560 (68 cents per acre). The historical (5-year average) O&C fire experience is:

- 34 human-caused fires annually
- 38 lightning-caused fires annually
- 1,232 acres burned annually
- 357 total fires for the past 5 years

The hazard reduction and prescribed fire activities are associated with the disposal of logging debris (slash). The slash disposal operation is critical to the timber management program in that harvest volume levels are based upon prompt reforestation of cut-over areas.

At the present time, disposal of logging slash is done by the timber purchaser as a requirement of the contract. This method of slash disposal has not been entirely satisfactory because the timber purchaser is not always able to respond fast enough during the burning season to take advantage of the few days each year that burning is allowed under the State's smoke management (air quality) program. BLM is considering alternative arrangements to improve the efficiency of the slash disposal operation. The alternatives would use BLM or contract slash burning crews that would be ready to burn as soon as approval is given.

The following workload data illustrates how smoke management ("burn day") constraints necessitate a highly responsive, efficient prescribed fire organization if slash disposal goals are to be met.

Average number of clear-cut units/year/district	144
Average number of clear-cut units to burn per year/district	130
Average number of acres per clear cut	28
Average number of burn days per year/district	45
Average number of units to burn per burn day/district	3
Average number of acres to burn per burn day/district	74
Total number of clear-cut acres to burn/year	14,644

The benefits of the protection program include the protection of the western Oregon timber supply from fire, thereby ensuring that it will be available for harvest as scheduled on a sustained yield basis, and the benefits accrued as a result of the hazard reduction and prescribed fire activities as follows:

- Allows a prompt regeneration schedule.
- Contributes to a cost-effective reforestation program. (Reduces number of surplus seedlings and the amount of replanting to achieve stocking standards.)
- Makes more planting sites physically available, resulting in more uniform stocking and higher productivity of wood fiber per acre.
- Inhibits the initial growth of competing vegetation, giving planted trees a growth advantage, and reduces the need for herbicides.
- Provides cost-effective means for physically removing noncommercial brush and hardwood stands for conversion to stands of commercial conifers.
- Reduces animal damage by rendering habitat less desirable and temporarily reduces animal populations.
- Reduces fire protection costs through reduced fuel accumulations.

Base program

The base program will include continuing contract protection on 2,376,000 acres at a cost of $1,663,408 (70 cents per acre) with the attendant contract administration activities and provides supervision for slash disposal on approximately 15,000 acres of cut-over land.

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	2,742	2,940	+198
(FTE-T)	(19)	(19)	(---)

The proposed increase is necessary to pay the estimated increased cost of the Western Oregon fire protection contract in FY 1984.

The Oregon State Department of Forestry provided estimates that an increase of between 8 and 9 cents per acre will be assessed in FY 1984 to cover increased operating costs of fire protection. This increase is estimated to be $198,000.

Distribution of change by object class

The object class detail for the proposed increase of $198,000 is as follows:

Other services	$198,000

Forest Service

Objective

To provide the fire protection measures for O&C lands administered by the Forest Service at the same level of protection as the surrounding National Forest lands.

Base program

The $520,000 required to provide fire prevention, protection and suppression for the O&C lands has been funded from regular Forest Service appropriations.

Increase for FY 1984

	FY 1984 Base	FY 1984 Estimate	Difference
$	---	80	+80
(FTE-T)	(---)	(---)	(---)

The proposed funding level will provide fire protection on approximately 10 percent of the O&C lands. Fire protection for the remaining acreage will be funded from regular Forest Service appropriations.

Distribution of change by object class

The object class detail for the proposed increase of $80,000 is as follows:

Other services	$80,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Other Forest Resources

(dollar amounts in thousands)

Program Elements		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc. (+) Dec. (-) from Base
Range Management	$	450	462	228	-222	-234
	(FTE-T)	(8)	(8)	(4)	(-4)	(-4)
Recreation Management	$	626	656	581	-45	-75
	(FTE-T)	(20)	(20)	(16)	(-4)	(-4)
Soil, Water, and Air Management	$	650	672	672	+22	---
	(FTE-T)	(15)	(15)	(15)	(---)	(---)
Wildlife Management	$	660	690	690	+30	---
	(FTE-T)	(20)	(20)	(20)	(---)	(--)
Total Requirement	$	2,386	2,480	2,171	-215	-309
	(FTE-T)	(63)	(63)	(55)	(-8)	(-8)

RANGE MANAGEMENT

Objectives

Major objectives of the Range Management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation related resource management goals and objectives on western Oregon land.

If forage plants in reforested areas are grazed by livestock at appropriate times, the competitive influence these plants have on the establishment of tree seedlings is reduced. Grazing, therefore, can have positive effects on timber production if properly managed. Once trees are established to the point where livestock grazing can have no harmful impacts on their further development, authorizing grazing use results in harvesting a renewable resource that would otherwise go unused.

Base Program

This program provides for grazing administration on O&C lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease for grazing purposes O&C lands, which may be so used without interfering with the production of timber or other purposes specified in the O&C Act.

In 1982, 138 grazing leases were issued in western Oregon for 18,974 animal unit months (AUM's) of forage on O&C lands. Grazing leases were issued in four of the five western Oregon districts. With the exception of the Medford District, the Range Management program consists primarily of authorizing and

issuing grazing leases, collecting fees, and providing necessary range use supervision and trespass control. The Medford District has the most significant grazing program, with some relatively large and fairly well blocked lands that are suitable for intensive management. However, in most areas, grazing use must be properly coordinated with intermingled and adjacent landowners. In Medford, several coordinated resource management plans have been developed and needed management facilitating projects constructed. In addition, range studies have been established and are periodically reviewed and evaluated to determine the effectiveness of management.

The Medford District is preparing a grazing EIS in FY 1983. In order to provide data needed to complete the EIS, Medford has conducted soil-vegetation inventories and completed necessary data compilation. Studies have also been initiated to provide data to support use adjustments and monitor progress following EIS compilation.

Management facilitating projects on O&C lands such as fences and water developments are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. It is also needed to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

The primary benefits of the program are red meat production and improvement of vegetation-related resource values. The principal benefit to timber production is removal of vegetation that competes with young tree seedlings.

Workload Measure	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base
Final EIS (#)	---	1	1
Allotment management plans prepared (#)	8	7	7
Inventory (000 acres)	10	10	10
Allotments monitored (#)	50	50	50
Leases issued (#)	135	135	135
Lease adjustments	6	6	6
Allotments supervised	83	83	83
Projects maintained (#)	8	8	8

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	462	228	-234
(FTE-T)	(8)	(4)	(-4)

The FY 1984 base level of funding includes costs associated with the completion of the Medford District Grazing EIS in FY 1983. The proposed level of funding anticipates the completion of the EIS, and includes the amount necessary to carry out the day-to-day operational workload associated with the administration of the grazing program. Workload at the proposed level include:

Workload Measure	FY 1984 Base	FY 1984 Estimate	Difference
EIS (#)	1	---	-1
Allotment management plans (#)	7	---	-7
Inventory (000s acres)	10	---	-10
Allotments monitored (#)	50	50	---
Leases issued (#)	135	135	---
Lease adjustments (#)	6	6	---
Allotments supervised (#)	83	83	---
Projects maintained (#)	8	8	---

Distribution of change by object class

The object class detail for the $234,000 reduction is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Range Conservationist	9/11	5	$ 133,400
Less lapse (at 25%)	25%	+1	+33,350
Full-time Equivalent-Total		4	$ 100,050
Personnel benefits			12,450
Other services			121,500
Total			$234,000

RECREATION MANAGEMENT

Objectives

The major objectives of the recreation management program are shown below:

- Provide recreation opportunities, visitor services/information and protection of high priority Special Recreation Management Areas, including the Rogue National Wild and Scenic River, Pacific Crest National Scenic Trail, Rogue River National Recreation Trail, and five major recreation facility development areas (Loon Lake, Hyatt Lake, Wildwood, Fisherman's Bend, and Shotgun).

- Protect and maintain high quality scenic visual resources within designated scenic highway corridors, and State recreational management areas in support of cooperative management agreements.

- Improve program cost effectiveness through the use of volunteer programs and coordination-cooperation with State, county and local recreation agencies and organizations.

° Ensure that all O&C projects are in compliance with Section 106 of the Historic Preservation Act and Section 2(b) of Executive Order No. 11593 for cultural resource protection and ensure that cultural resources are given full consideration in all land use planning and management decisions.

Base program

The timber sale program is operated under the O&C Act which directs that the lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a range of recreation opportunities from highly developed campground/picnic areas to dispersed recreation use areas, the program involves managing some three million visits annually to 17 Special Recreation Management Areas and 22 Extensive Recreation Management Areas.

The O&C Forest Policy directs that high public recreational site values be protected through the limitation or exclusion of timber harvest. The policy further directs that scenic quality in areas of important visual values be protected and maintained, including scenic values in Visual Resource Management Classes I, II, and III.

Section 106 of the National Historic Preservation Act of 1966 directs all Federal agencies to take into account the effects of their actions on properties included in or eligible for inclusion in the National Register of Historic Places and affords opportunities for the Advisory Council on Historic Preservation to comment on proposed actions and their effects. Executive Order No. 11593 directs all Federal agencies to inventory their cultural resources, to submit to the National Register of Historic Places all qualified sites meeting the criteria, and to protect all nominated sites. The BLM is a party to an agreement among the National Park Service, the U.S. Forest Service, and the Pacific Northwest Experiment Station, to participate in a program to identify, protect, and manage Research Natural Areas.

Specific work required to meet major program objectives, which is accomplished through BLM professionals with limited contract support is summarized as follows:

A.

Work Item	Type of Expertise Required
1. Management of special/extensive recreation management areas, including permit administration, public information/ assistance, designation and surveillance/ compliance activities.	Recreation planning, enforcement, and all other skills involved in land-use allocation.
2. Protection of high recreational value lands through coordinated review of resource allocation plans, including timber sale reviews.	Recreation, forestry.
3. Protection of visual resources.	Landscape architect, recreation, forestry.

B. Cultural Resource Management

Work Item	Type of Expertise Required
1. Identification and evaluation of historic/prehistoric sites, (2) required consultation with other agencies (3) input to planning (4) antiquities permit administration, (5) protection and management of sites, (6) public information-maintenance of records.	Archaeologist, historian, enforcement, planning, public affairs, management.

C. Natural History Resource Management

Work Item	Type of Expertise Required
1. Identification and evaluation of research natural areas, (2) consultation with Northwest Research Natural Area Committee and the Oregon Natural Heritage Commission, (3) input to the planning system, (4) protection and management of RNA's to provide secure sites for long-term research projects.	Botanists, foresters, biologists, hydrologists, planning, enforcement, research designing.

The primary benefits of the recreation management program are as follows:

- Providing a range of public recreation opportunities from highly developed facilities to dispersed activities consistent with intensive forest management objectives, including management of Congressionally legislated areas. Through interpretive techniques, management of recreation use occurring on O&C timber lands provides a basis for greater public understanding and acceptance of intensive timber management.

- Protection of highly sensitive visual resource values consistent with intensive timber management activities.

- Preservation and management of archaeological and historic nonrenewable resources.

- Allowing forest management project work to proceed in an orderly fashion in compliance with applicable laws and regulations without disruptions caused by protests and appeals.

- Provision of appropriate sites for natural history research, which provide data that aid in resource program planning, including forest management.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	656	581	-75
(FTE-T)	(20)	(16)	(-4)

A reduction in the number of new timber sale areas to be offered will require 15 fewer archaeological examinations. Estimated savings will be $15,000.

An additional $60,000 will be saved by reducing the amount of time spent on visitor use supervision on low use areas. Supervision will continue to be provided during peak use periods, such as weekends and holidays; but off-peak supervision will be discontinued. BLM presence during off-peak periods will be provided by the maintenance crews that visit the sites on a regular basis.

Distribution of change by object class

The object class detail for the $75,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Archaeologist	7	1	$ 17,663
Outdoor Recreation Planner	7	4	71,671
Subtotal		5	$ 89,334
Less lapse (at 25%)	25%	+1	+22,334
Full-time Equivalent-Total		4	$ 67,000
Personnel benefits			8,000
Total			$75,000

SOIL, WATER AND AIR MANAGEMENT

Objectives

- Provide management with specific on-site soil/water information, soil capabilities, suitabilities, behavior and use limitations.
- Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality.
- Support forest management programs with information on air quality, climatology and meteorology.
- Monitor air quality (i.e., acid rain, visibility) and evaluate to ensure Bureau activities and non-Bureau activities are not negatively impacting air quality related values.
- Take necessary actions to ensure activities are in compliance with national and state laws and regulations.

FY 1984 program

This program is operated in fulfillment of provisions of the O&C Act which requires lands to be managed for, among other things, permanent forest production, protection of watersheds, and regulating stream flow. The Federal Clean Water Act and the Clean Air Act give Federal land managers the responsibility for protection of soil, air and water quality on Federal lands. Executive Order 12088 on Federal Compliance with Pollution Control Standards, requires the Bureau to comply with air and water quality standards of the states. The Bureau is actively involved in state programs for smoke management, monitoring for acid rain, and non-point water quality problem area identification and monitoring.

Direct support of the forest management program is provided as follows:

1. Soil scientists work with forestry personnel in laying out timber sale areas so that soil resources are protected during and after timber harvesting.

2. Soil scientists conduct field studies to find means of increasing or maintaining soil productivity in reforestation work, such as:
   --fertilizer application (allowable cut dependency) to the highest responding stands.
   --ameliorate effects of soil compaction.
   --biological means of maintaining soil nitrogen content.
   --on-site evaluations of landslide potential.
   --vegetative control of erosion from disturbed areas.

3. Hydrologists provide direct application of hydrologic knowledge to specific situations in on-going and proposed development and management programs including:

   a. Provide on-site investigation, interpretations and analyses to determine hydrologic hazards and risks to aid in development of timber management plans.

   b. Identification of sensitive areas and the recommendation of measures to prevent or mitigate undesirable impacts on the water resource, including groundwaters, aquifers, and streams.

   c. Determination of the effect of timber harvesting on quality, timing and volume of water flow.

   d. Prediction of peak flows and duration in relation to road construction improvements; assistance in development of recommendations on revegetation; assistance in determination of drainage and other treatment practices; and monitoring for effects on water quality control.

   e. Provide technical expertise to monitor pesticides application program.

The benefits of the program accrue mainly to the resources and include:

1. Maintaining and increasing the soil's capabilities to produce wood.

2. Ensure that timber sale plans and sites are in compliance with relevant laws and regulations.

3. Maintain site productivity through on-site water management design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

WILDLIFE HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife Habitat Management program are:

- Complete, during FY 1984, wildlife habitat inventory and monitoring essential to resolving resource allocation issues previously identified. This includes cooperation with state and Federal agencies as well as providing for public involvement.

- Comply with the statutory requirements of the Endangered Species Act (ESA) by implementing stipulations to avoid, where possible, impacts of proposed actions on threatened or endangered (T/E) species. This will be completed within 4 months of the initial determination that a proposed daction may affect a T/E species.

- Comply with the statutory requirements of Section 7 of the ESA by completing consultation with the Fish and Wildlife Service (FWS) within 6 months of initial determination that an action may affect a T/E species.

- Comply with the statutory requirements of the ESA to further recovery of presently listed T/E species.

- Comply with EO 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat. This will be completed within 4 months of the initial determination that a proposed action may affect wetland or riparian habitat.

FY 1984 program

The FY 1984 program implements the wildlife habitat management program policy, which is to maintain and improve wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species on public lands, and to protect and provide the opportunity to delist T/E plant and animal species occurring on the public lands including O&C and CBWR lands in Western Oregon.

Types of Wildlife Habitat on the O&C Public Lands

Habitat Type	Acres (000)	Miles (000)
Terrestrial	2,226	--
Aquatic	--	12
Wetland	156	--
Lakes and Reservoirs	3	--
Total	2,385	12

The wildlife program in Western Oregon functions mainly in support of the timber management program -- a dominant use resource program as provided by the O&C Act. Biologists/botanists serve as part of the interdisciplinary teams to ensure compliance with National Environmental Policy Act (NEPA) requirements on all proposed actions in Western Oregon.

The wildlife program provides a link for interagency coordination with other Federal and state agencies on wildlife matters. BLM biologists/botanists have actively participated in the state's Coho Salmon Enhancement Program through stream improvement. This support of the anadromous fisheries program, especially in western Oregon, has been well received by the O&C counties and by sports and commercial fishermen. Types of habitat improvement projects include: stream clearance (logjam removal), nest box placement, brush removal, placement of instream structures, improvement of fish passage over impassible obstructions, and other projects. Most aquatic habitat improvement projects have been directed toward improving production of anadromous fish.

Benefits of the wildlife management program include providing support to other BLM programs providing wildlife for a variety of consumptive and nonconsumptive uses by the general public, and aiding the economy of western Oregon. The wildlife program provides the timber management program with the required biological and ecological support to ensure compliance with various Federal laws such as the ESA, Sikes Act, NEPA, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders. BLM biologists conduct inventories to identify and quantify habitat (terrestrial, aquatic, wetland, and T/E species) into various condition classes. Wildlife habitat rated in poor to fair condition is recommended for priority habitat improvement in association with other land management practices.

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Planning

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from Base
Total Requirements	$	247	253	97	-50	-156
	(FTE-T)	(2)	(2)	(1)	(-1)	(-1)

Objectives

The major objectives for the planning program in Western Oregon are to:

- Develop land use plans which allocate both land and timber resources and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistenmcy with state and local land use and resource management plans, programs, and policies.

- Adjust land use allocation and management direction through land use plan amendments responding to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles.

- Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input.

- Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

Base program

Land use planning is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands. Current efforts have been influenced by the NRDC court case and resultant court order. FY 1982 was the last year for major land use plan revisions in response to that order. Continuation of the policy for decadal allowable cut recalculation will bring the cycle back into play in FY 1988 according to the current schedules.

BLM regulations for land use planning and resolution of resource issues require a full interdisciplinary team for almost the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public perspectives on planning issues and usually requires skills and expertise in: forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management,

archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate state office staff specialists are involved in the selection of the preferred alternative and the state directors must concur with the final decision.

The planning cycle is currently tied directly to the recalculation of the allowable cut. It is the only effective way of incorporating new inventories, the results of monitoring timber stand improvement practices, and for resolving new management issues with public and interagency involvement.

The following table displays the status of current western Oregon planning and environmental impact statement preparation:

District	Plan Name	Plan Status	Plan Update Schedule (Resource Mgmt. Plans)	EIS Status
Salem	Westside Salem	MFP completed 1979	Approximately 1989	Final 1981 (Timber)
	Eastside Salem	MFP completed 1982	Approximately 1992	Final 1983 (Timber)
Eugene	Eugene	MFP completed 1982	Approximately 1992	Final 1983 (Timber)
Roseburg	Roseburg	MFP completed 1982	Approximately 1992	Final 1983 (Timber)
Medford	Josephine	MFP completed 1978		Final 1979 (Timber)
	Jackson/Klamath	MFP completed 1977	Combined Plan 1988	Final 1978 (Timber)
		Range Revision 1982		Final 1983 (Range)
Coos Bay	Southeast/Curry	MFP completed 1979	Approximately 1989	Final 1981 (Timber)

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	253	97	-156
(FTE-E)	(2)	(1)	(-1)

The proposed reduction of $156,000 reflects a decrease in workload following completion of major planning and EIS preparation efforts in western Oregon in FY 1983. The remaining $97,000 will be used to prepare minor planning amendments, maintaining existing planning documents, and continue interagency coordination.

Distribution of change by object class

The object class detail for the proposed $156,000 decrease is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Forester	12	1	$ 32,311
Less lapse (at 25%)	25%	---	+8,078
Full-time Equivalent-Total			$ 24,233
Personnel benefits			2,900
Travel and transportation of persons			2,000
Printing and reproduction			10,000
Other services			111,867
Supplies and materials			5,000
Total			$156,000

Justification of Program and Performance

Activity: Planning and Data Management
Subactivity: Data Management

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) from 1983	Inc.(+) Dec.(-) from Base
Total requirements	$	205	214	214	+9	---
	(FTE-T)	(3)	(3)	(3)	(---)	(---)

Objective

The objective of the data management program is to provide for the continued development of an information system to operate, coordinate, and control a large volume data base in an effective and efficient manner to support the O&C management program in western Oregon.

FY 1984 program

Several data bases are being maintained on a variety of computers in support of resource management. The majority of these data bases relate directly to timber sales.

Forest inventory and associated data are maintained and analyzed for growth, yield, age and stocking, and subsequently used to determine allowable cut levels for timber sales. Tree improvement data is maintained for two BLM orchards including progeny plantations. Data is maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. This data is eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data is maintained to appraise the value of timber offered for sale. The data is continuously analyzed to predict value and changes in market conditions. The data provides monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data is maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula.

The use and retrieval of the data is charged to the benefiting subactivity (Forest Management) while the storage and maintenance of data is funded by the Data Management Program.

ADP systems have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required; most important is technical expertise in the subject matter field -- Inventory Foresters, Silviculturalists, Geneticists, Biometricians, and Timber Appraisal Specialists. Second is the ADP technical expertise -- Programmers, Computer Specialists, and Systems Analysts.

The average annual workload quantified in terms of records maintained is:

Allowable cut 5-PT inventory	100,000	80-character records
Orchard record	80,000	80-character records
Reforestation	45,000	270-character records
Operations inventory	50,000	540-character records
Timber appraisals (cruise, scale, 3-P)	400,000	80-character records

Bureau of Land Management
Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands	1984 Base		1984 Estimate		Inc. (+) or Dec. (-)	
	FTE	Amount	FTE	Amount	FTE	Amount
Object Class						
11. Personnel compensation:						
11.1 Permanent positions - FTE-P	930	23,529	869	21,916	-61	-1,613
11.3 Positions other than permanent 1/.....	130	1,939	121	1,806	-9	-133
11.5 Other personnel compensation		720		671		-49
Total personnel compensation	1,060	26,188	990	24,393	-70	-1,795
Other Objects						
12.1 Personnel benefits		3,136		2,919		-217
21.0 Travel & transportation of persons		309		292		-17
22.0 Transportation of things		2,792		2,791		-1
23.2 Other rent, comm., and utilities		170		170		--
24.0 Printing and reproduction		36		26		-10
25.0 Other services		12,909		9,198		-3,711
26.0 Supplies and materials		1,151		1,061		-90
32.0 Lands and structures		11,818		8,285		-3,533
42.0 Insurance claims and indemnities		1		1		--
Total Requirements		58,510		49,136		-9,374

1/ FTE-OTP = FTE-T (-) FTE-P

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Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code 14-1116-0-1-302	1982 actual	1983 estimate	1984 estimate
Program by activities:			
1. Construction and acquisition....	2,922	1,104	1,011
2. Maintenance.....	5,654	5,105	4,203
3. Renewable resource management...	41,950	50,952	43,611
4. Planning and data management....	275	459	311
10.00 Total obligations.....	50,801	57,620	49,136
Financing:			
17.00 Recovery of prior year obligations.....	-5,400	------	------
21.40 Unobligated balance available, start of year.....	-2,107	-4,494	-4,494
23.40 Unobligated balance, transferred to other accounts...	5,000	------	------
24.40 Unobligated balance, end of year.....	4,494	4,494	4,494
39.00 Budget authority (appropriation).....	52,788	57,620	49,136
Budget authority:			
40.00 Appropriation.....	52,788	56,963	49,136
44.20 Supplemental for civilian pay raises.....	------	657	------
Relation of obligations to outlays:			
71.00 Obligations incurred, net...	50,801	57,620	49,136
72.40 Obligated balance, start of year.....	14,392	8,361	11,360
74.40 Obligated balance, end of year.....	-8,361	-11,630	-12,964
78.00 Adjustments in unexpired accounts.....	-5,400	------	------
90.00 Outlays, excluding pay raise supplemental.....	51,432	53,733	47,763
91.20 Outlays from civilian pay raise supplemental.....	------	618	39
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302	1982 actual	1983 estimate	1984 estimate
BUREAU OF LAND MANAGEMENT			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	19,492	23,101	21,516
11.3 Other than full-time permanent....	2,040	1,784	1,700
11.5 Other personnel compensation.....	787	691	661
11.8 Special personal services payments.....	11	------	------
11.9 Total personnel compensation.....	22,330	25,576	23,877
12.1 Personnel benefits: Civilian.....	2,244	3,069	2,865
21.0 Travel and transportation of persons	309	264	255
22.0 Transportation of things.....	3,302	2,726	2,726
23.1 Standard level user charges.....	684	------	------
23.2 Communications, Utilities and other rent.....	301	170	170
24.0 Printing and reproduction	91	66	26
25.0 Other services	7,791	6,448	8,578
26.0 Supplies and materials	2,252	1,156	992
31.0 Equipment.....	744	------	------
32.0 Lands and structures	7,068	8,161	6,592
42.0 Insurance claims and indemnities	11	------	------
99.0 Total obligations, Bureau of Land Management.....	47,127	47,636	46,081
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS (Cont'd)
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302		19 82 actual	19 83 estimate	19 84 estimate
	ALLOCATION ACCOUNTS			
	Personnel Compensation:			
11.1	Full-time permanent.....	636	816	400
11.3	Other than full-time permanent.	99	458	106
11.5	Other personnel compensation...	------	129	10
11.9	Total personnel compensation.	735	1,403	516
12.1	Personnel benefits: Civilian....	49	133	54
21.0	Travel and transportation of persons	6	35	37
22.0	Transportation of things.....	7	41	65
23.2	Communications, Utilities and other rent.....	29	174	------
24.0	Printing and reproduction	4	29	------
25.0	Other services	1,535	1,050	620
26.0	Supplies and materials	21	156	69
31.0	Equipment.....	19	17	------
32.0	Lands and structures	1,260	6,900	1,693
42.0	Insurance claims and indemnities	9	46	1
99.0	Subtotal, allocation accounts.	3,674	9,984	3,055
99.9	Total obligations.....	50,801	57,620	49,136
	Obligations are distributed as follows:			
	Interior-Bureau of Land Management....	47,127	47,636	46,081
	Agriculture-Forest Service.....	1,618	9,384	2,655
	Transportation-Federal Highway Administration.....	2,056	600	400
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code 14-1116-0-1-302	19 actual 82	19 estimate 83	19 estimate 84
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions	1,031	983	902
Total compensable workyears:			
Full-time equivalent employment	1,089	1,060	990
Full-time equivalent of overtime and holiday hours	25	23	22
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
Average salary of ungraded positions	$24,732	$25,721	$25,721
ALLOCATION ACCOUNTS			
Total number of full-time permanent positions	45	60	59
Total compensable workyears:			
Full-time equivalent employment	56	57	57
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
Average ungraded salary	$24,732	$25,721	$25,721

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 5) (Mono cast: 4.9)

RANGE IMPROVEMENTS

Appropriation: Range Improvements

This appropriation is derived from grazing fees and certain mineral leasing receipts collected during the previous year. The Public Rangelands Improvement Act of 1978 (PRIA) (43 U.S.C. 1901) Section 6(b) provided the following amendment: "The second sentence of section 401(b)(1) of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1751(b)(1)) is hereby amended by adding the words "or $10,000,000 per annum, whichever is greater" after the words "50 per centum ....." This amendment provides that the appropriation will be 50 percent of the receipts collected the previous year or $10,000,000, whichever is greater. Grazing fees from public lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used to construct structures and implement practices or treatments to rehabilitate, protect, or improve the public range lands.

With passage of PRIA, a grazing fee formula was established and took effect on March 1, 1979. PRIA also restricted annual fee increases or decreases to 25 percent of the previous year's fee. The FY 1981 grazing fee was $2.31 per animal unit month (AUM). The fee was reduced 45 cents per AUM in FY 1982 to $1.86 and 46 cents in FY 1983 to $1.40 per AUM. As a consequence, the 50 percent of receipts from grazing on public lands and from grazing and mineral leasing on Bankhead-Jones lands, which go into this appropriation, is expected to generate only $8,604,000 for this appropriation in FY 1984. Because of the PRIA language, however, the Range Improvements appropriation may not be less than $10,000,000 regardless of receipts. The Range Improvements appropriation, therefore, will decrease from $11.2 million in FY 1983 to $10 million in FY 1984.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.), and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended: *Provided*, That not to exceed $600,000 shall be available for administrative expenses.

but not less than $10,000,000 (43 U.S.C. 1901),

(Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Range Improvements

Addition: ,"but not less than $10,000,000 (43 U.S.C. 1901),"

This change reflecs the language in the Public Rangelands Improvement Act (PRIA) of 1978 (43 U.S.C. 1901). Section 6(b) of PRIA amended the Federal Land Policy and Management Act (FLPMA) of 1976 (43 U.S.C. 1701) by specifying that the Range Improvements appropriation was not to be less than $10,000,000 regardless of grazing fee receipts. Since passage of PRIA, this provision has not been important, because grazing fee receipts have been sufficient to assure an annual appropriation in excess of $10,000,000. In FY 1984, however, the grazing fee will decrease by 25 percent under the formula established by Congress. As a consequence, receipts which go into this appropriation will amount to only $8,604,000. The appropriation language change is needed to be consistent with PRIA, as amended by PRIA, and to ensure the proper authorization for expending the $10,000,000 requested in this budget.

BUREAU OF LAND MANAGEMENT

SUMMARY OF REQUIREMENTS
(Dollar amounts in thousands)

Appropriation: Range Improvements

Summary of adjustments to base:	FTE-T	Amount
Appropriation enacted to date, 1983	187	$11,199
Adjustments to base and built-in changes	--	--
1984 Base	187	$11,199

Comparison by activity:	1982 Actual		1983 Approp. Enacted to Date		1984 Base		1984 Estimate		Inc.(+)/Dec.(-) from 1983 Approp.		Inc.(+)/Dec.(-) from 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Range Improvements												
A. Public Lands	138	11,515	174	9,690	174	9,690	162	8,550	-12	-1,140	-12	-1,140
B. Farm Tenant Act (LU) Lands	13	1,036	13	909	13	909	13	850	---	-59	---	-59
C. Administrative Expenses	---	675	---	600	---	600	---	600	---	---	---	---
Total Requirements	151	13,226	187	11,199	187	11,199	175	10,000	-12	-1,199	-12	-1,199

Justification of Program and Performance

Activity: Range Improvements

(dollar amounts in thousands)

		1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Public Lands	$	9,690	9,690	8,550	-1,140	-1,140
	(FTE-T)	(174)	(174)	(162)	(-12)	(-12)
Farm Tenant Act (LU) Lands	$	909	909	850	-59	-59
	(FTE-T)	(13)	(13)	(13)	(---)	(---)
Administrative Expenses	$	600	600	600	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	11,199	11,199	10,000	-1,199	-1,199
	(FTE-T)	(187)	(187)	(175)	(-12)	(-12)

Authorization

43 U.S.C. 1751
P.L. 94-579

The Federal Land Policy and Management Act of 1976 provides that fifty percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administration activities such as issuing improvement permits are funded in the Grazing Management or other appropriate program elements in the "Management of Lands and Resources" Appropriation.

30 U.S.C. 355

The Mineral Leasing Act for Acquired Lands of 1947 provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.
43 U.S.C. 1901, 1905 P.L. 95-514	The Public Rangelands Improvement Act of 1978 provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.
7 U.S.C. 1012-1013A P.L. 75-210	The Farm Tenant Act of 1937 ("Bankhead-Jones Act") provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Objectives

The objective of the Range Improvements Appropriation is to rehabilitate, protect, and improve rangeland conditions through seeding and reseeding, soil and vegetation treatments, fence construction, weed control, and water development.

Base program

Base funding for the Range Improvements Appropriation is $11,199,000 and 187 FTE-T.

This appropriation finances two activities: (1) improvements to public lands and (2) improvements to lands acquired under the Bankhead-Jones Farm Tenant Act. Except for the land status, the two activities are alike both in objectives and in work accomplished.

Appropriations are provided in indefinite amounts equal to 50 percent of the grazing receipts from the previous year. However, passage of the Public Rangelands Improvement Act (PRIA) of 1978 (P.L. 95-514) provided for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, for the Range Improvements appropriation. Half of the Range Improvements Appropriation must be used in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. These funds are used to make on-the-ground improvements to implement grazing management systems, wildlife habitat management systems, and watershed improvement practices.

In 1982, BLM established a new policy on the distribution and use of Range Improvements funds. All of the appropriation will be distributed to the districts from which the fees were collected and, by FY 1984, the Range Improvements account will be used exclusively for on-the-ground development and project survey and design. Other expenses associated with placing improvements on-the-ground (such as contracting, typing, filing, and environmental analysis) will be borne by the Grazing Management program or other appropriate resource program in the "Management of Lands and Resources" (MLR) Appropriation. At the same time, the livestock operator will be responsible for most of the maintenance of existing and future livestock-benefiting improvements regardless of whether the United States paid for the improvement initially. This reduces the need

to fund maintenance of improvements in the Grazing Management program of the MLR Appropriation and will eliminate maintenance as a use of the Range Improvements appropriation. A small amount of maintenance may occur in FY 1984 depending on FY 1983 progress in maintenance assignments. Land treatments will still be maintained by BLM using MLR funding.

Appropriations for FY 1983 were $151,000 more than previously estimated resulting in capability to develop an additional 30 land treatments, 20 miles of fence, and 5 cattleguards. This results in a greater change in units from FY 1983 to FY 1984.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	11,199	10,000	-1,199
(FTE-T)	(187)	(175)	(-12)

A decrease of $1,199,000 is estimated for FY 1984 because of expected lower grazing fees. The grazing fee of $1.86 per animal unit month (AUM) in 1982 will decrease to $1.40 per AUM in the 1983 grazing year based on the fee formula established by Congress due to decreases in beef cattle prices and private land lease rates and increases in costs of production. If based entirely upon the estimated grazing receipts available for Range Improvements, there would be only $8,604,000 in this appropriation in FY 1984. However, PRIA amended FLPMA to provide for a minimum appropriation of $10,000,000. Consequently, the decrease is $1,199,000. The decrease will result in reduced on-the-ground accomplishment of range projects as indicated below:

Workload Measure	FY 1982 Actual	FY 1983 Approp./ FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Projects Surveyed and Designed (#)	2,700	1,315	1,300	-15
Structural Developments				
Water facilities (#)	873	930	815	-115
Fence (miles)	587	740	605	-135
Cattleguards Installed (#)	168	105	100	-5
Non-structural Developments				
Land treatments (#)	250	245	195	-50
Weed control (acres)	8,290	18,850	18,850	---

Distribution of change by object class

The object class detail for the proposed decrease of $1,199,000 and 12 FTE-T is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Civil Engineer	11	4	$120,000
Range Conservationist	11	4	120,000
Engineering Technician	7	8	164,000
Subtotal		16	$400,000
Less lapse	25%	+4	+100,000
Full-time Equivalent - Total		12	$300,000
Personnel benefits			36,000
Travel and transportation of persons			30,000
Transportation of things			70,000
Other services			206,000
Supplies and materials			431,000
Equipment			36,000
Lands and structures			90,000
Total			$1,199,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

Object Class		1984 Base FTE	1984 Base Amount	1984 Estimate FTE	1984 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation						
11.1	Permanent positions-FTE-P	150	3,708	140	3,466	-10	-242
11.3	Positions other than permanent 1/	37	520	35	492	-2	-28
11.5	Other personnel compensation	---	120	---	90	---	-30
	Total personnel compensation	187	4,348	175	4,048	-12	-300
	Other Objects						
12.1	Personnel benefits		522		486		-36
21.0	Travel and transportation of persons		208		178		-30
22.0	Transportation of things		730		660		-70
23.2	Other rent, communications, and utilities		12		12		---
25.0	Other services		1,406		1,200		-206
26.0	Supplies and materials		2,000		1,569		-431
31.0	Equipment		370		334		-36
32.0	Lands and structures		1,603		1,513		-90
	Total requirements		11,199		10,000		-1,199

1/ FTE-OTP = FTE-T (-) FTE-P

Type size: 8 point 22 picas Case 180. Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

14-5132-0-2-302
Identification code

	82 19 actual	83 19 estimate	84 19 estimate
Program by activities:			
1. Improvements to public lands....	9,071	11,349	9,804
3. Farm tenant act lands.....	939	1,250	1,100
3. Administrative expenses.....	675	600	600
10.00 Total obligations.....	10,685	13,199	11,504
Financing:			
17.00 Recovery of prior year obligations	-800	---	---
21.40 Unobligated balance available, start of year.....	-164	-3,504	-1,504
24.40 Unobligated balance available, end of year.....	3,504	1,504	---
40.00 Budget authority (appropriation) (indefinite, special fund)..	13,226	11,199	10,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net....	10,685	13,199	11,504
72.40 Obligated balance, start of year.....	4,172	2,193	4,193
74.40 Obligated balance, end of year	-2,193	-4,193	-5,947
78.00 Adjustments in unexpired accounts.....	-800	---	---
90.00 Outlays.....	11,864	11,199	9,750
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

GPO: 1964—O-732-469

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS
Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-9971-0-7-302	19 82 actual	19 83 estimate	19 84 estimate
Unappropriated balance, start of year..	15,845	11,652	5,936
Collections (offsetting receipts).....	20,873	15,708	16,005
Transferred to general fund receipts...	-7,725	-6,705	-5,029
Transferred to payments to States from grazing receipts, etc., public lands outside grazing districts.....	-1,638	-1,356	-1,021
Transferred to payments to States from grazing receipts, etc., public lands within grazing districts.....	-2,471	-2,164	-1,613
Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	-6	---	---
Total available for appropriation...	24,878	17,135	14,278
Appropriation.....	-13,226	-11,199	-10,000
Unappropriated balance, end of year.. 1/	11,652	5,936	4,278

1/ Payments to States and the Range Improvements Fund are derived from statutory percentages of collections in the prior fiscal year.

(Mono cast: 21.5) (Mono cast: 5) (Mono cast: 4.9)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

Identification code 14-5132-0-2-302	19 actual 82	19 estimate 83	19 estimate 84
Personnel compensation:			
11.1 Full-time permanent.....	2,518	3,714	3,466
11.3 Other than full-time permanent.	304	520	492
11.5 Other personnel compensation...	105	120	90
11.8 Special personnel compensation	1	---	---
11.9 Total personnel compoensation	2,928	4,354	4,048
12.1 Personnel benefits: Civilian...	303	522	486
21.0 Travel and transportation of persons.....	170	208	178
22.0 Transportation of things.....	764	730	660
23.1 Standard level user charges....	37	---	---
23.2 Communications, utilities, and other rent.....	6	12	12
25.0 Other services.....	1,293	1,400	1,200
26.0 Supplies and materials.....	2,118	2,000	1,569
31.0 Equipment.....	351	370	334
32.0 Lands and structures.....	2,710	3,603	3,017
42.0 Insurance claims and indemnities	5	---	---
99.9 Total obligations.....	10,685	13,199	11,504
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

RANGE IMPROVEMENTS
Personnel Summary

Identification code 14-5132-0-2-302	19 actual 82	19 estimate 83	19 estimate 84
Total number of full-time permanent positions	153	158	145
Total compensable workyears:			
Full-time equivalent employment	151	187	175
Full-time equivalent of over-time and holiday hours	2	4	3
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
(Mono cast: [illegible])	(Mono cast: [illegible])	(Mono cast: 5)	(Mono cast: 4.9)

SERVICE CHARGES

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures

This appropriation finances the costs of specific activities by making certain deposits (service charges, performance bonds, damage collections and other fund sources) immediately available to BLM. As established pursuant to the Federal Land Policy and Management Act of 1976, the account provides management flexibility and ensures the immediate availability of funds for activities such as right-of-way processing. This flexibility and fund availability is particularly important given the unpredictability of the timing and location of right-of-way applications, which are by far the largest activity in the appropriation.

A portion of the FY 1984 program will be issuance of oil and gas pipeline right-of-way permits under Title I of the 1973 Amendments to the Mineral Leasing Act of 1920. That title provides authority to the Secretary of the Interior to process and issue permits of oil and gas pipeline rights-of-way which cross lands administered by two or more Federal agencies. Processing applications and monitoring construction and operations for about 85 right-of-way projects including the Trans-Alaska pipeline, other oil and gas pipelines, electric and other transmission lines, railroad extensions, and water delivery systems will also continue.

In addition to right-of-way processing, repair of damaged lands, and BLM's Adopt-a-Horse Program, this appropriation finances certain costs for miscellaneous cost recoverable realty cases. In FY 1984, a significant increase in cost recovery for both energy-related and non-energy rights-of-way cases results in an additional $3 million of reimbursable work funded through this appropriation and a related decrease in direct appropriations in the "Management of Lands and Resources" appropriation.

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended[]:

Provided, That the amounts collected under section 304 of the Act of October 21, 1976, and sections 101 and 203 of Public Law 93-153 and appropriated hereby shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That no funds other than those appropriated hereby may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under section 304(b) of the Act of October 21, 1976: Provided further, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. § 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. § 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement. (Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Service Charges, Deposits, and Forfeitures

Addition: ":Provided, That the amounts collected under Section 304 of the Act of October 21, 1976, and Sections 101 and 203 of Public Law 93-153 and appropriated hereby shall be sufficient to meet the actual cost, including direct and indirect costs, to the United States, as determined by the Secretary, of the application processing and other activities, including the full cost of preparation of environmental impact statements, required in connection with the application for which such charges are made: Provided further, That no funds other than those appropriated hereby may be used to meet the costs determined by the Secretary, in his discretion, to be reasonable under Section 304(b) of the Act of October 21, 1976: Provided further, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. § 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. § 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement."

National Cable Television Association v. United States 415 U.S. 336 (1974) and FPC v. New England Power Company 415 U.S. 345 (1974), and their progeny have established that the actual cost of rendering a service is the maximum that can constitutionally be recovered by an administrative agency. The first proviso endorses full recovery under that standard, but by recognizing that a secretarial determination of "actual cost" is required, allows compliance with existing statutory restrictions such as the Federal Land Policy and Management Act's exclusion of management overhead.

The description of the activities for which cost recovery is allowed, i.e., those "required by the application for which such charges are made," is consistent with the reach of existing law and does not suggest an expansion of authority. However, the language clarifies that the full cost of the required environmental impact statement is intended to be recoverable, and may help to avoid complicated case-by-case EIS cost allocation requirements adopted by some courts as a means of reducing applicants' cost reimbursement obligations. Such allocation requirements increase administrative costs at the same time they reduce cost recovery, and were held unnecessary in Mississippi Power & Light Company v. NRC, 601 F. 2d 223 (5th Cir. 1979), cert. denied, 444 U.S. 1102 (1980).

Of the Federal Land Policy and Management Act sections, the first proviso references only section 304, since it is the administrative provision pursuant to which all FLPMA cost recovery is accomplished. For consistency, the Trans-Alaska Pipeline Authorization Act's cost recovery section, Section 203 of Public Law 93-153, is cited along with the Mineral Leasing Act section, section 101, although the $12 million charged under section 203 for the Trans-Alaska Pipeline System EIS was ordered refunded to the project sponsor by the Court of Claims in 1980.

The purpose of the second proviso is to make clear that funds appropriated elsewhere are not available for meeting costs intended to be met by reimbursements. This should prevent the courts from ordering the continuation of application processing or monitoring while prohibiting cost reimbursement, as has been sought by some applicants on the assumption that order appropriated funds will be made available. When cost reimbursement was barred by the district courts in Public Service Company of Colorado v. Watt, No. 80-F-153 (D. Colorado, decided July 2, 1981) and Nevada Power Company v. Watt, No. C-78-0174 (D. Utah decided April 24, 1981), only an absolute shortage of other appropriated funds convinced plaintiffs that a stay of the injunction, with resumption of cost reimbursement payments, was necessary if the Bureau of Land Management were to obtain the funds needed to continue work on their projects. Refusal to sanction use of non-cost reimbursement funds for reimbursable costs affirms the original Congressional purpose in enacting cost reimbursement authority.

The purpose of the last provision is to establish the availability of funds collected under subsection 305(a) for use on damaged public lands other than, or in addition to, those that led to the collection. This clarification of the Congressional intent is needed to overcome the restrictive reading of subsection 304(a) contained in the Decision of the Comptroller General, B-204874 (July 28, 1982).

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Activity/Subactivity Change Crosswalk - FY 1984 Request
(in thousands of dollars)

Format of Fiscal 1983 Congressional Budget Submission		Format of Fiscal 1984 Congressional Budget Submission	
Appropriation/Activity/Subactivity	Amount 1984 Request	Appropriation/Activity/Subactivity	Amount 1984 Request
Service Charges, Deposits, and Forfeitures		Service Charges, Deposits, and Forfeitures	
3. Repair of Lands and Facilities	850	Repair of Damaged Lands	820
		Cost Recoverable Realty Cases	30

Justification for Proposed Change to BLM Activity/Subactivity Structure:

Service Charges, Deposits and Forfeitures:

Repair of Damaged Lands: Change in title more accurately describes program.

Cost Recoverable Realty Cases: This new cost recovery item reflects the estimate of cost recoverable work for miscellaneous reimbursable realty cases (other than rights-of-way). This work was previously included in the "Repair of Damaged Lands" activity.

BUREAU OF LAND MANAGEMENT

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures

Summary of adjustments to base and built-in changes:	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1983 1/			114	10,000
Adjustments to base and built-in changes:	---	---		
Transfer within Service Charges, Deposits, and Forfeitures:				
Transfer from Repair of Damaged Lands	---	-30		
Transfer to Cost Recoverable Realty Cases	---	+30		
Subtotal, adjustment to base and built-in changes .				
1984 Base			114	10,000

	1982 Actual		1983 Appropriation 1/ Enacted to Date		1984 Base		1984 Request 1/		Inc.(+)/Dec.(-) From 1983 Approp.		Inc.(+)/Dec.(-) From 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activity:												
Rights-of-Way Processing	109	4,926	112	8,000	112	8,000	211	11,000	+99	+3,000	+99	+3,000
Adopt-a-Horse Program	---	859	---	1,150	---	1,150	---	1,150	---	---	---	---
Repair of Damaged Lands	---	556	2	850	2	820	2	820	---	-30	---	---
Cost Recoverable Realty Cases	---	---	---	---	---	30	---	30	---	+30	---	---
Total Requirements	109	6,341	114	10,000	114	10,000	213	13,000	+99	+3,000	+99	+3,000

1/ Budget authority for this account is an indefinite appropriation; the estimate of the appropriation is based on anticipated receipts from performance bonds and deposits and from cost reimbursements.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Rights-of-Way Processing

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (-) Dec. (-) from Base
Total Requirements	$	8,000	8,000	11,000	+3,000	+3,000
	(FTE-T)	(112)	(112)	(211)	(+99)	(+99)

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges, and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 18 P.L. 93-153	The Trans-Alaska Pipeline Act of 1973 (Section 101) amended the Mineral Leasing Act of 1920 to authorize rights-of-ways for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Right-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 92-195	The Alaska Natural Gas Transportation Act of 1976 authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

Objective

The objective of this activity is to facilitate production and transportation of domestic energy resources by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost-recoverable rights-of-way over public lands (as authorized by the Federal Land Policy and Management Act of 1976 and the 1973 amendment to the Mineral Leasing Act of 1920). Financing is obtained from deposits of funds made in advance of Bureau work by applicants and permittees.

Only those costs incurred as a direct result of the filing of an application or the issuing of a right-of-way permit and which facilitate processing, monitoring or termination of such are charged against the individual project.

Base program

The base funding level for the Rights-of-Way Processing program is $8,000,000 and 112 FTE-T.

This activity accomplishes the workload associated with granting rights-of-way including preliminary analysis, environmental analysis and impact statements, appraisals, permit issuance, and compliance monitoring. The base program consists of processing the major rights-of-way applications listed below, some of which will cost more than $100,000 to process.

Major Rights-of-Way Applications Processed	FY 1982 Actual	FY 1983 Approp.	FY 1984 Base	Increase (+) or Decrease (-)
Transmission Lines	5	8	9	+1
Pipelines				
-Oil (includes Trans - Alaska Pipeline Surveillance)	2	5	7	+2
-Gas Alaska Natural Gas Transportation Systems (ANGTS)	3	5	6	+1
- CO_2	1	1	1	---
Powerplants	5	6	7	+1
Coal slurry lines	1	1	1	---
Other (e.g., aerial tramways, wind plants, & reservoirs)	10	15	17	+2
Total	27	41	48	+7

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	8,000	11,000	+3,000
(FTE-T)	(112)	(211)	(+99)

The proposed $3,000,000 increase in this activity is the result of a revision of the non-returnable rate schedule in 43 CFR 2803.1-1, which allows recovery of virtually all processing costs for rights-of-ways costing less than $5,000 each to process. Previously, funding for processing small right-of-way applications was provided by direct appropriation.

Approximately 1,100 nonenergy rights-of-way and 4,200 energy rights-of-way (costing less than $5,000 to process) will be processed on a cost-reimbursable basis.

Workload Measure	FY 1984 Base	FY 1984 Estimate	Increase (+) or Decrease (-)
Energy: Major R/W cases processed	48	48	---
Non-major R/W cases processed	---	4,200	+4,200
Nonenergy: R/W cases processed	---	1,100	+1,100

Distribution of change by object class

The object class detail for the proposed increase of $3,000,000 and 99 FTE's is as follows:

Position Title	GS Grade	No. of Positions	Annual Salary
Land Law Examiner	7/11	18	$361,000
Soil Scientist	9/12	19	459,000
Civil Engineer	9/12	6	145,000
Wildlife Biologist	9/12	6	145,000
Realty Specialist	9/12	23	553,000
Archaeologist	7/11	6	120,000
Hydrologist	7/12	5	125,000
General Engineer (Pipeline)	9/12	6	145,000
Geologist	9/12	6	145,000
Natural Resource Specialist	9/12	16	392,000
Environmental Specialist	9/12	6	145,000
Clerk Typist	4/5	15	190,000
Subtotal		132	$2,925,000
Less lapse	25%	-33	-731,000
Full-time Equivalent - Total		99	$2,194,000
Overtime, premium pay			120,000
Personnel benefits			277,000
Travel and transportation of persons			248,000
Transportation of things			-40,000
Printing and reproduction			12,000
Other services			50,000
Supplies and materials			58,000
Equipment			81,000
Total			$3,000,000

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Adopt-a-Horse Program

(dollar amounts in thousands)

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc.(+) Dec.(-) From 1983	Inc.(+) Dec.(-) From Base
Total Activity Requirements $	1,150	1,150	1,150	---	---
(FTE-T)	(--)	(--)	(--)	(--)	(--)

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195	The Wild Free-Roaming Horse and Burro Act of 1971, as amended by P.L. 95-514 (PRIA), authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for federal projects that will have a significant effect on the environment.
43 U.S.C. 1901 et. seq. P.L. 95-514	The Public Rangelands Improvement Act (PRIA) of 1978 establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements, and to recover the associated transportation, veterinary, and animal maintenance costs from persons adopting the animals.

FY 1984 program

Until January 2, 1982, variable fees were paid to BLM by adopters of wild free-roaming horses and burros at various centers located across the country. After this date, a standard adoption fee of $200 per horse and $75 per burro, was established plus associated transportation costs which average $50 per horse and $25 per burro.

At the FY 1983 adoption fee, it is estimated that 4,200 horses and 1,000 burros will be adopted by BLM to qualified private cooperators.

The number of animals to be adopted in FY 1984 is expected to be the same as in FY 1983, resulting in $1,150,000 in fees collected in this account. The FY 1984 estimate of $1,150,000 is derived as follows:

Adoption fees plus transportation costs:		
4,200	horses @ $250 =	$1,050,000
1,000	burros @ $100 =	100,000
5,200	Total	$1,150,000

The fees partially offset BLM's costs to: transport the excess animals from the capture site to a facility where they are prepared for adoption; provide necessary veterinary treatment and vaccinations; feed and handle the animals prior to adoption; process adoption applications; conduct compliance checks on adopters; process title applications; and contract for the operation of adoption centers by private contractors.

The costs of transportation from the preparation facility (usually a BLM-operated corral in the West) to the adoption point is also recovered in addition to the basic adoption fee.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Repair of Damaged Lands

(dollar amounts in thousands)

	1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements $	850	820	820	-30	---
(FTE-T)	(2)	(2)	(2)	(---)	(---)

Authorization

43 U.S.C. 1735 P.L. 94-579	The Federal Land Policy and Management Act of 1976, (Section 305) authorizes collection for damages, forfeiture of performance bonds, and receipts of deposits to finance the costs of certain land restoration activities.
42 U.S.C. 4321 (4331-4335, 4341-4347) P.L. 91-190	The National Environmental Policy Act of 1969 requires preparation of environmental impact statements for Federal projects that will have a significant effect on the environment.

Objectives

The objectives of this activity are to:

- Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted; and
- Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass).

FY 1984 program

FLPMA authorizes the collection of deposits and performance bonds from resource developers, purchasers, or permittees. It further authorizes the use of those funds to perform rehabilitation made necessary by actions of those users. A total of $820,000 is estimated for Fiscal Year 1984 for repair of damaged lands and facilities.

Justification of Program and Performance

Appropriation: Service Charges, Deposits and Forfeitures
Activity: Cost Recoverable Realty Cases

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	---	30	30	+30	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1719, 1732, 1745, 1746, P.L. 94-579	The Federal Land Policy and Management Act of 1976 authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of this program is to provide a funding mechanism to recover the cost of processing certain types of realty cases as authorized by FLPMA.

FY 1984 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions desiring these services deposit money with the Bureau in advance for performance of the specified work. These services are as follows:

Expenses, Conveyance of Federally-Owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land; determining whether the land boundaries have changed due to riparian boundary changes; preparing the Riparian Specialist's report; and preparing and issuing the document of disclaimer.

Expenses, Correction of Conveyance Documents. Funds received from applicants for correction of conveyance documents under Section 316 of FLPMA are used to cover the administrative costs of determining whether an error exists and the costs involved in issuing the corrected patent or conveyance documents.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the lands.

Bureau of Land Management
Summary of Requirements by Object Class

(Dollar Amounts in Thousands)

Appropriation: Service Charges, Deposits and Forfeitures

		1984 Base		1984 Estimate		Inc. (+) or Dec. (-)	
		FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class							
11.	Personnel compensation						
11.1	Permanent positions - FTE-P	114	2,823	199	4,680	+85	+1,857
11.3	Positions other than permanent 1/	---	---	14	337	+14	+337
11.5	Other personnel compensation	---	90	---	210	---	+120
	Total personnel compensation	114	2,913	213	5,227	+99	+2,314
Other Objects							
12.1	Personnel benefits		350		627		+277
21.0	Travel and transportation of persons		287		535		+248
22.0	Transportation of things		405		365		-40
24.0	Printing and reproduction		450		462		+12
25.0	Other services		5,415		5,465		+50
26.0	Supplies and materials		160		218		+58
31.0	Equipment		20		101		+81
32.0	Lands and structures		---		---		---
	Total requirements		10,000		13,000		+3,000

1/ FTE-OTP=FTE-T (-) FTE-P

Type size: 8 point 22 picas Class 190 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code 14-5017-0-2-302	19 estimate 82	19 estimate 83	19 estimate 84
Program by activities:			
1. Rights-of-way processing.....	4,857	8,000	11,000
2. Adopt-a-horse program.....	320	1,150	1,150
3. Repair of lands and facilities.	1,295	850	820
4. Cost recoverable realty cases..	---	---	30
10.0001 Total obligations	6,472	10,000	13,000
Financing:			
21.4001 Unobligated balance available, start of year.....	-2,300	-2,169	-2,169
24.4001 Unobligated balance available, end of year.....	2,169	2,169	2,169
40.0001 Budget authority (appropriation) (indefinite, special fund).....	6,341	10,000	13,000
Relation of obligations to outlays:			
71.0001 Obligations incurred, net.....	6,472	10,000	13,000
72.4001 Obligated balance, start of year.....	1,148	1,250	1,747
74.4001 Obligated balance, end of year..	-1,250	-1,747	-2,247
90.0001 Outlays.....	6,370	9,503	12,500
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size: 8 point 22 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code 14-5017-0-2-302	1982 actual	1983 estimate	1984 estimate
Personnel compensation:			
11.101 Full-time permanent.....	3,868	2,823	4,680
11.301 Other than full-time permanent.	102	---	337
11.501 Other personnel compensation...	47	90	210
11.801 Special personnel service payments.....	10	---	---
11.901 Total personnel compensation...	4,027	2,913	5,227
Personnel benefits:			
12.101 Civilian	616	350	627
21.001 Travel and transportation of persons	216	287	535
22.001 Transportation of things.....	65	405	365
23.101 Standard level user charges....	67	---	---
24.001 Printing and reproduction	21	450	462
25.001 Other services	1,165	5,415	5,465
26.001 Supplies and materials	43	160	218
31.001 Equipment	5	20	101
32.001 Lands and structures	247	---	---
99.901 Total obligations	6,472	10,000	13,000
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code 14-5017-0-2-302	19 82 actual	19 83 estimate	19 84 estimate
Direct:			
Total number of full-time permanent positions	108	121	199
Total compensable workyears:			
Full-time equivalent employment	109	114	213
Full-time equivalent of overtime and holiday hours	2	3	7
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

MISCELLANEOUS
PERMANENT
APPROPRIATIONS

Appropriation: Miscellaneous Permanent Appropriations

This appropriation provides for sharing receipts that are collected from the sale, lease, or use of public lands and resources with states and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the states and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as main-line timber access roads in Western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Leasing of grazing lands
2. Payments to Oklahoma, royalties
3. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands
4. Payments to counties, Oregon and California grant lands
5. Payments to states (proceeds of sales)
6. Payments to states from grazing receipts, etc., public land outside grazing districts
7. Payments to states from grazing receipts, etc., public lands within grazing districts
8. Payments to states from grazing receipts, etc., public lands within grazing districts, miscellaneous
9. Payments to states from receipts under the Mineral Leasing Act
10. Payments to counties, National Grasslands
11. Expenses, road maintenance deposits
12. Payments to Nevada from receipts on land sales

BUREAU OF LAND MANAGEMENT

Summary of Requirements
(dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Summary of adjustments to base:	FTE-T	Amount	FTE-T	Amount
Appropriation enacted to date, 1983	--	---	--	604,907
Adjustments to base and built-in changes:				
Transfer	--	-556,534		
Subtotal, adjustments to base and built-in changes			--	-556,534
1984 Base			--	48,373

Comparison by activities:	1982 Actual		1983 Appropriation Enacted to Date		1984 Base		1984 Estimate 1/		Inc.(+)/Dec.(-) from 1984 Approp.		Inc.(+)/Dec.(-) from 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
1. Leasing of grazing lands	--	1	--	1	--	1	--	2	--	+1	--	+1
2. Payments to Oklahoma (royalties).....	--	5	--	6	--	6	--	6	--	--	--	--
3. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands.....	--	568	--	504	--	504	--	580	--	+76	--	+76
4. Payments to counties, Oregon and California grant lands..	--	97,042	--	39,298	--	39,298	--	50,000	--	+10,702	--	+10,702
5. Payments to States (proceeds of sales)	--	636	--	379	--	379	--	680	--	+301	--	+301
6. Payments to States from grazing receipts, etc., public lands outside of grazing districts	--	1,638	--	1,356	--	1,356	--	1,021	--	-335	--	-335

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

Comparison by activities:	1982 Actual FTE-T	1982 Actual Amount	1983 Appropriation Enacted to Date FTE-T	1983 Appropriation Enacted to Date Amount	1984 Base FTE-T	1984 Base Amount	1984 Estimate 1/ FTE-T	1984 Estimate 1/ Amount	Inc.(+)/Dec.(-) from 1983 Approp. FTE-T	Inc.(+)/Dec.(-) from 1983 Approp. Amount	Inc.(+)/Dec.(-) from 1984 Base FTE-T	Inc.(+)/Dec.(-) from 1984 Base Amount
7. Payments to States from grazing receipts etc., public lands within grazing districts	--	2,471	--	2,164	--	2,164	--	1,613	--	-551	--	-551
8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous	--	6	--	--	--	--	--	--	--	--	--	--
9. Payments to States from receipts under Mineral Leasing Act	--	536,101	--	556,534	--	2/ --	--	--	--	-556,534	--	--
10. Payments to counties, National grasslands.....	--	607	--	592	--	592	--	566	--	-26	--	-26
11. Expenses, road maintenance deposits	--	2,314	--	4,000	--	4,000	--	4,000	--	--	--	--
12. Payments to Nevada from receipts on land sales	--	18	--	73	--	73	--	3,360	--	+3,287	--	+3,287
	--	641,407	--	604,907	--	48,373	--	61,828	--	-543,079	--	+13,455

1/ Estimates of the appropriation are based, in part, upon anticipated receipts and collections; some may vary from the estimate depending upon actual receipts or collections received.

2/ Transferred to Minerals Management Service in Fiscal Year 1984.

BUREAU OF LAND MANAGEMENT

Justification of Adjustments to Base

(dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

	FTE-T	Amount
Transfers:		
Transfer to Minerals Management Service (MMS), Payments to States from receipts under the Mineral Leasing Act		-$556,534

Secretarial Order No. 3087, dated December 3, 1982, transferred the functions of onshore mineral management from MMS to BLM. The same Secretarial Order consolidated all minerals revenue management functions in MMS. All mineral revenue collection, accounting, and distribution of mineral receipts to states will be the responsibility of MMS beginning in FY 1984.

Justification of Program and Performance

Activity: 1. Leasing of Grazing Lands

(dollar amounts in thousands)

		1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	1	1	2	+1	+1
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 43 U.S.C. 315m, state, county and privately-owned grazing lands that are intermingled with public grazing lands are managed on a leased basis within the limits of receipts from such arrangements.

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	1	2	+1
(FTE-T)	(---)	(---)	(---)

It is estimated that payments for leasing of grazing lands will increase in FY 1984 due to increased receipts in FY 1983.

Activity: 2. Payments to Oklahoma (royalties)

(dollar amounts in thousands)

		1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	6	6	6	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of state and local taxes in Kiowa, Comanche and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools. The estimate of $6,000 for FY 1984 is the same as the FY 1983 level.

Activity: 3. Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

(dollar amounts in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	504	504	580	+76	+76
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties, out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands.

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	504	580	+76
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to Coos and Douglas counties will be increased by $76,000 due to an estimated increase in valuation of taxable properties.

Activity: 4. Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	39,298	39,298	50,000	+10,702	+10,702
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts (O&C Grant Land Fund), 50 percent of the receipts of Oregon and California grant land funds are paid to the counties in which the lands are situated, to be used as other county funds.

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	39,298	50,000	+10,702
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to Western Oregon counties will be increased in FY 1984 by $10,702,000 due to increased FY 1983 receipts from O&C grant lands as a result of improved demand for saw timber.

Activity: 5. Payments to States (proceeds of sales)

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	379	379	680	+301	+301
	(FTE-T)	(---)	(---)	(---)	---	(---)

In accordance with 31 U.S.C. 711, the states are paid five (5) percent of the net proceeds (four (4) percent of gross proceeds) from the sale of public land and public land products.

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	379	680	+301
(FTE-T)	(---)	(---)	(---)

It is estimated that these payments to states will be increased by $301,000 due to increased FY 1983 receipts from the sale of public land and products, primarily timber and fuelwood on public domain lands.

Activity: 6. Payments to States from grazing receipts, etc., public lands outside grazing districts

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	1,356	1,356	1,021	-335	-335
	(FTE-T)	(---)	(---)	(---)	---	(---)

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the states are paid fifty (50) percent of the grazing fee receipts from public lands outside of organized grazing districts.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	1,356	1,021	-335
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to states will be decreased by $335,000 in FY 1984 due to decreased FY 1983 grazing fee receipts resulting from lower grazing fees during the 1983 grazing year from public lands outside organized grazing districts.

Activity: 7. Payments to States from grazing receipts, etc., public lands within grazing districts

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	2,164	2,164	1,613	-551	-551
	(FTE-T)	(---)	(---)	(---)	---	(---)

In accordance with the Taylor Grazing Act of 1934, (43 U.S.C. 315b and 315i), the states are paid 12 1/2 percent of grazing fee receipts from lands within organized grazing district boundaries.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	2,164	1,613	-551
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to states will be decreased by $551,000 in FY 1984 due to decreased FY 1983 grazing fee receipts resulting from lower grazing fees during the 1983 grazing year on public lands within organized grazing districts.

Activity: 8. Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	---	---	---	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 30 U.S.C. 315, the states are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The zero estimate for FY 1984 is the same as the FY 1983 level.

Activity: 9. Payments to States from receipts under Mineral Leasing Act

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	556,534	---	---	-556,534	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 30 U.S.C. 191 and 30 U.S.C. 285, all states (except Alaska) are paid 50 percent of the receipts from bonuses, royalties, and rentals resulting from the leasing of mineral resources on public lands. Alaska is paid 90 percent of their receipts outside of the National Peteoleum Reserve - Alaska (NPR-A) and 50 percent within NPR-A.

This function will be transferred to Minerals Management Service beginning in FY 1984.

Activity: 10. Payments to counties, National Grasslands

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	592	592	566	-26	-26
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands is paid to the counties in which such land are located. These funds are used for schools and roads.

Decrease for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	592	566	-26
(FTE-T)	(---)	(---)	(---)

It is estimated that payments to counties will be decreased by $26,000 due to a decrease in the grazing fee receipts during FY 1983.

Activity: 11. Road Maintenance Deposits

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	4,000	4,000	4,000	---	---
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 94-579, approved October 12, 1976, provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1701 et. seq.), excluding $150,000 which is earmarked for administrative expenses. The FY 1984 Estimate of $4,000,000 is the same program level as estimated for FY 1983.

Activity: 12. Payments to Nevada from receipts on land sales

(dollars in thousands)

		FY 1983 Approp. Enacted To Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Activity Requirements	$	73	73	3,360	+3,287	+3,287
	(FTE-T)	(---)	(---)	(---)	(---)	(---)

Public Law 96-586 (Burton-Santini Act) of 1980 authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds which are returned to the state are to be used for the state's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

Increase for FY 1984

(dollars in thousands)

	FY 1984 Base	FY 1984 Estimate	Difference
$	73	3,360	+3,287
(FTE-T)	(---)	(---)	(---)

In FY 1982 proceeds from Burton-Santini Act land sales totaled $489,320. Fifteen percent of these proceeds ($73,000) will be paid to Nevada, Clark County and municipalities in FY 1983. It is anticipated that sale of land in FY 1983 will realize approximately $22,400,000, resulting in distribution in FY 1984 of $3,360,000. The estimate is based on the fair market value of the land to be offered for sale in FY 1983.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class	1984 Base FTE-T	1984 Base Amount	1984 Estimate FTE-T	1984 Estimate Amount	Inc.(+) or Dec.(-) FTE-T	Inc.(+) or Dec.(-) Amount
25.0 Other services.....	---	4,000	---	4,000	---	---
41.0 Grants, subsidies, and contributions.....	---	44,373	---	57,828	---	+13,455
Total requirements.....	---	48,373	---	61,828	---	+13,455

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 actual 82	19 estimate 83	19 estimate 84
Program by activities:			
1. Leasing of grazing lands.....	---	1	2
2. Payments to Oklahoma (royalties).....	5	6	6
3. Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands.....	568	504	580
4. Payments to counties, Oregon and [illegible] grant lands.....	97,042	39,298	50,000
[illegible] proceeds of sales)	636	379	680
			1,021

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STANDARD FORM 300
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MISCELLANEOUS PERMANENT APPROPRIATIONS (cont.)
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 actual 82	19 estimate 83	19 estimate 84
Relation of obligations to outlays:			
71.0001 Obligations incurred, net	642,797	604,907	61,828
72.4001 Obligated balance, start of year	5,305	5,443	5,643
74.4001 Obligated balance, end of year	-5,443	-5,643	-5,843
78.0001 Adjustments in unexpired accounts	-3,000	---	---
Outlays	639,659	604,707	61,628
Budget authority is distributed as follows:			
Leasing of grazing lands (receipt limitations).....	1	1	2
Payments to Oklahoma (royalties)....	5	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands.....	568	504	580
Payments to counties, Oregon and California grant lands.....	97,042	39,298	50,000
Payments to States (proceeds of sales) (receipt limitations).....	636	379	680
Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,638	1,356	1,021
Payments to States from grazing receipts, etc., public lands within grazing districts.....	2,471	2,164	1,613
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous.....	6	---	---
Payments to States from receipts under Mineral Leasing Act.....	536,101	556,534	---
Payments to counties, national grass-lands.....	607	592	566
Expenses, road maintenance deposits.	2,314	4,000	4,000
Payments to Nevada from receipts on land sales	18	73	3,360
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MISCELLANEOUS PERMANENT APPROPRIATIONS (cont.)
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 actual 82	19 estimate 83	19 estimate 84
Distribution of outlays by account:			
Leasing of grazing lands (receipt limitations)	---	1	2
Payments to Oklahoma (royalties)	5	6	6
Payments to Coos and Douglas Counties, Oregon, from receipts Coos Bay Wagon Road grant lands	568	504	580
Payments to counties, Oregon and California grant lands	97,042	39,098	49,800
Payments to States (proceeds of sales) (receipt limitations)	822	379	680
Payments to States from grazing receipts, etc., public lands outside grazing districts	1,705	1,356	1,021
Payments to States from grazing receipts, etc., public lands within grazing districts	5	2,164	1,613
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	2,569	---	---
Payments to States from receipts under Mineral Leasing Act	536,093	556,534	---
Payments to counties, national grass-lands	606	592	566
Expenses, road maintenance deposits	226	4,000	4,000
Payments to Nevada from receipts on land sales	18	73	3,360
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

☆ GPO : 1981 O - 341-526 (6500)

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code	19 82 actual	19 83 estimate	19 84 estimate
14-9921-0-2-999			
Personnel compensation:			
111.101 Full-time permanent.....	2,416	---	---
111.301 Other than full-time permanent	21	---	---
111.901 Total personnel compensation..	2,437	---	---
112.101 Personnel benefits Civilian...	270	---	---
121.101 Travel and transportation of persons	1	---	---
122.101 Transportation of things.....	4	---	---
125.001 Other services.....	492	4,000	4,000
131.001 Equipment.....	23	---	---
132.001 Lands and structures.....	477	---	---
141.001 Grants, subsides, and contributions.....	639,093	600,907	57,828
199.901 Total obligations	642,797	604,907	61,828
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

☆ GPO : 1981 O - 341-526 (6500)

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July 1964, Bureau of the Budget
Circular No. A-11, Revised.
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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code 14-9921-0-2-999	19 82 actual	19 83 estimate	19 84 estimate
Total number of full-time permanent positions	1	---	---
Total compensable workyears: full-time equivalent employment	5	---	---
Average GS grade	9.07	---	---
Average GS salary	$23,535	---	---
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

☆ GPO : 1981 O - 341-526 (6500)

TRUST FUNDS

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds

This appropriation includes two trust accounts:

Land and Resource Management Trust Fund - Monies in this fund are contributed for 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys, and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Within the $700,000 estimate for this appropriation, which is the same for FY 1983 and FY 1984, $600,000 will become available through an indefinite permanent appropriation authorized by the Taylor Grazing Act (1934). The remaining $100,000 will become available through an indefinite current appropriation.

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315, 315h, 759, 761, 775, 887; 74 Stat. 506; 31 U.S.C. 711, 725s; 48 Stat. 1224-36; Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

BUREAU OF LAND MANAGEMENT

Summary of Requirements
(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Summary of adjustments to base:

	FTE-T	Amount
Appropriation enacted to date, 1983	19	700
Adjustments to base and built-in changes	--	--
1984 Base	19	700

	1982 Actual		1983 Appropriation Enacted to Date		1984 Base		1984 Estimate		Inc.(+)/Dec.(-) from 1983 Approp.		Inc.(+)/Dec.(-) from 1984 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Comparison by activities:												
1. Land and Resource Management Trust Fund	18	1,221	19	699	19	699	19	699	--	--	--	--
2. Trustee Funds, Alaska Townsites	--	1	--	1	--	1	--	1	--	--	--	--
Total Requirements	18	1,222	19	700	19	700	19	700	--	--	--	--
Current Appropriation (Indefinite)		(-19)		(100)		(100)		(100)		(--)		(--)
Permanent Appropriation (Indefinite)		(1,241)		(600)		(600)		(600)		(--)		(--)

Justification of Program and Performance

Appropriation: Miscellaneous Trust Funds
Activities: Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites

(dollar amounts in thousands)

		1983 Approp. Enacted to Date	FY 1984 Base	FY 1984 Estimate	Inc. (+) Dec. (-) from 1983	Inc. (+) Dec. (-) from Base
Total Requirements	$	700	700	700	---	---
	(FTE-T)	(19)	(19)	(19)	(---)	(---

Authorization

43 U.S.C. 1719, 1721 P.L. 94-579	The Federal Land Policy and Management Act of 1976 provides for the acceptance of money or services for 1) resource development, protection and management, 2) conveyance of omitted lands to states or their political subdivisions, and 3) for public surveys requested by individuals, provided estimated costs are paid prior to project initiation.
43 U.S.C. 315 P.L. 73-482	The Taylor Grazing Act of 1934, as amended, provides for acceptance of contributions for range improvement purposes.
31 U.S.C. 711 43 U.S.C. 1737	The Permanent Appropriations Act of May 30, 1862 and the Federal Land Policy and Management Act of 1976 provide for estimated costs of public survey work, including survey and conveyance costs of omitted lands to be paid in advance by the benefiting party.
43 U.S.C. 355	The Act of March 3, 1891, (Sec. 11) provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska townsite trustee funds authorized by 43 USC 725s provide for survey and deed recordation of town lots occupied prior to FLPMA.

Objectives

- Provide for resource development, protection and management through the utilization of contributions of money and services; and
- Provide public surveys when estimated costs are contributed in advance.

LAND AND RESOURCE MANAGEMENT TRUST FUND

The proposed funding level is the same as the FY 1983 program ($699,000) and 19 FTE). This program provides for cadastral surveys, conservation practices, and acquisition of resources and is financed by contributions of services or funding from the recipients of BLM services. Contributions must be made before the Bureau begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance and protection of endangered species. The acceptance of contributions is authorized by Sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of the Federal Land Policy and Management Act (1976). Prior to FLPMA, acceptance of contributions was authorized by the Taylor Grazing Act (range project contributions) and 31 USC 711; 43 USC 759, 760, 761, 775 and 887 (public surveys).

TRUSTEE FUNDS, ALASKA TOWNSITES

The proposed funding level is the same as the FY 1983 level ($1,000).

Town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891 which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 43 USC 725(s) authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

BUREAU OF LAND MANAGEMENT

Summary of Requirements by Object Class
(dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class		1984 Base FTE	1984 Base Amount	1984 Estimate FTE	1984 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent Positions - FTE-P	3	112	3	112	---	---
11.3	Positions other than permanent 1/....	16	190	16	190	---	---
11.5	Other personnel compensation	---	10	---	10	---	---
	Total personnel compensation	19	312	19	312	---	---
	Other Objects						
12.1	Personnel benefits	---	31	---	31	---	---
21.0	Travel and transportation of persons.	---	27	---	27	---	---
22.0	Transportation of things.....	---	13	---	14	---	+1
25.0	Other services.....	---	77	---	80	---	+3
26.0	Supplies and materials	---	130	---	126	---	-4
31.0	Equipment.....	---	10	---	10	---	---
32.0	Lands and structures.....	---	100	---	100	---	---
	Total requirements.....	19	700	19	700	---	---

1/ FTE-OTP = FTE-T (-) FTE-P

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-32A

MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code 14-9971-0-7-302	19 82 actual	19 83 estimate	19 84 estimate
Program by activities:			
1. Land and resource management trust fund	1,146	699	699
2. Trustee funds, Alaska townsites	1	1	1
10.0001 Total obligations	1,147	700	700
Financing:			
17.0001 Recovery of prior year obligations	-1,100	---	---
21.4001 Unobligated balance available, start of year	-175	-1,349	-1,349
24.4001 Unobligated balance available, end of year	1,349	1,349	1,349
39.0001 Budget authority	1,222	700	700
Budget authority:			
Current:			
40.0001 Appropriation (indefinite)	-19	100	100
Permanent:			
60.0001 Appropriation (indefinite)	1,241	600	600
Distribution of budget authority by account:			
Land and resource management trust fund	1,221	699	699
Trustee funds, Alaska townsites	1	1	1
Relation of Obligations to Outlays:			
71.0001 Obligations incurred, net	1,147	700	700
72.4001 Obligated balance, start of year	1,278	390	390
74.4001 Obligated balance, end of year	-390	-390	-476
78.0001 Adjustment in unexpired accounts	-1,100	---	---
90.0001 Outlays	936	700	614
Distribution of outlays by account:			
Land and resource management trust fund	934	699	613
Trustee funds, Alaska townsites	1	1	1
(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

☆ GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code 14-9971-0-7-302	19~~82~~ actual	19~~83~~ estimate	19~~84~~ estimate
Personnel compensation:			
111.101 Full-time permanent.....	236	371	371
111.301 Other than full-time permanent.	38	56	56
111.501 Other personnel compensation...	22	---	---
111.901 Total personnel compensation...	296	427	427
Personnel benefits:			
112.101 Civilian.....	35	51	51
121.001 Travel and transportation of persons.....	35	10	11
122.001 Transportation of things.....	3	11	12
123.101 Standard level user charge	4	---	---
123.201 Communications, utilities and other rent	14	---	---
124.001 Printing and reproduction	2	---	---
125.001 Other services.....	143	61	63
126.001 Supplies and materials.....	286	80	76
131.001 Equipment.....	52	10	10
132.001 Lands and structures.....	277	50	50
999.901 Total obligations.....	1,147	700	700
	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

(Mono cast: 21.5)

BLM-379

☆ GPO : 1981 O - 341-526 (6500)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

A-11-34A

MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code ~~14-9971-0-7-302~~	19 actual 82	19 estimate 83	19 estimate 84
Total number of full-time permanent positions	11	16	15
Total compensable workyears:			
Full-time equivalent employment	14	19	19
Full-time equivalent of overtime and holiday hours	1	0	0
Average GS grade	9.07	9.07	9.07
Average GS salary	$23,535	$24,477	$24,477
	(Mono cast: 21.5)	(Mono cast: 5)	(Mono cast: 5)	(Mono cast: 4.9)

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OTHER

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

	1982 Actual	1983 Estimate	1984 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES-5	1	2	2
ES-4	13	12	12
ES-3	4	4	4
ES-2	2	2	2
ES-1	3	4	4
Subtotal	23	24	24
GS/GM-15	59	55	75
GS/GM-14	205	202	248
GS/GM-13	491	446	545
GS-12	1,237	1,130	1,213
GS-11	1,987	1,992	2,027
GS-10	43	48	59
GS-09	1,670	1,658	1,689
GS-08	180	181	190
GS-07	680	694	717
GS-06	436	415	463
GS-05	800	795	850
GS-04	542	547	586
GS-03	245	219	217
GS-02	33	32	35
GS-01	5	7	7
Subtotal	8,613	8,421	8,921
Ungraded	539	554	554
Total permanent positions	9,176	9,000	9,500
Unfilled positions, end of year	-562	-445	-475
Total permanent employment, end of year	8,614	8,555	9,025

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures; insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada; and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $10,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities, authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000: *Provided*, That appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made may be expended for surveys of Federal lands of the United States and on a reimbursable basis for protection of lands for the State of Alaska: *Provided further*, That the Secretary of the Interior shall develop criteria for extending, on a case-by-case basis, the period allowed for phased livestock reductions on public rangelands administered through the Bureau of Land Management up to five years. Such criteria shall take into account available agricultural assistance programs, the magnitude of projected livestock reductions, alternative pasturage available, and ability of such public rangelands to sustain such phasing in of livestock reductions without damage to rangeland productivity: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision or ninety days after the effective date of this Act in the case of reductions ordered during 1979, whichever occurs later. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed[];

on a reimbursable basis

Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau to protect, improve, develop, or manage the public lands, and that within appropriations herein provided, Bureau officials may authorize either direct procurement of or reimbursement for expenses incidental to the effective use of volunteers such as, but not limited to, training, transportation, lodging, subsistence, equipment and supplies: Provided further, That provision for such expenses or services is in accord with volunteer or cooperative agreements made with such individuals, private organizations, educational institutions, or State or local governments.

(Public Law 97-394, making appropriations for the Department of the Interior and Related Agencies, 1983.)

JUSTIFICATION OF PROPOSED LANGUAGE CHANGES

Appropriation: Administrative Provisions

Deletion: "insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada"

This change is proposed since the provision for insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada is being incorporated in the proposed language of the General Provisions for the Department the of Interior (Section 110). The intention is to cover this requirement in one provision for all Department of the Interior bureaus, rather than to have a separate provision for each bureau.

Addition: "on a reimbursable basis"

Deletion: "on a reimbursable basis"

This change is proposed to clarify the language to show that BLM appropriations may be expended on a reimbursable basis both for surveys of Federal lands of the United States and for protection of lands for the State of Alaska.

Addition: ":Provided further, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau to protect, improve, develop, or manage the public lands, and that within appropriations herein provided, Bureau officials may authorize either direct procurement of or reimbursement for expenses incidental to the effective use of volunteers such as, but not limited to, training, transportation, lodging, subsistence, equipment, and supplies: Provided further, That provision for such expenses or services is in accord with volunteer or cooperative agreements made with such individuals, private organizations, educational institutions, or State or local governments."

It is proposed that this language be added to provide the Bureau with statutory authority to expend appropriated funds to facilitate and support the use of services contributed by volunteers serving without compensation in aid of work of the Bureau. The use and support of volunteers by other bureaus has proven to be a cost-effective way to accomplish more work with a given level of appropriated funds. Since the Bureau does not presently have this authority, it has not been able to make use of many of the opportunities that can be provided by having an effective BLM volunteers program to help accomplish Federal program objectives at lower overall cost to Government. This language would make it clear that BLM can expend appropriated money to train, transport, lodge, equip, and supply such volunteers or reimburse them for such approved expenses or for per diem in connection with temporary duty travel.

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